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**FIRST ANNUAL REPORT**  
**OF**  
**The Department of Labor**

---

**July 1, 1917**  
**TO**  
**June 30, 1918**



**BARNEY COHEN, Director**  
**BURT C. BEAN, Assistant Director**

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[Reprinted from the First Administrative Report, Printed by authority of the State of Illinois.]





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STATE OF ILLINOIS  
THE DEPARTMENT OF LABOR

BARNEY COHEN, *Director*

BURT C. BEAN, *Assistant Director*

W. C. LEWMAN, *State Superintendent of Free Employment Offices*

DIVISIONS

CHICAGO FREE EMPLOYMENT OFFICE  
CHARLES J. BOYD, *General Superintendent*

EAST ST. LOUIS FREE EMPLOYMENT OFFICE  
STEWART CAMPBELL, *Superintendent*

PEORIA FREE EMPLOYMENT OFFICE  
THOMAS METTS, *Superintendent*

ROCKFORD FREE EMPLOYMENT OFFICE  
PETER T. ANDERSON, *Superintendent*

ROCK ISLAND FREE EMPLOYMENT OFFICE  
FRED W. RINCK, *Superintendent*

SPRINGFIELD FREE EMPLOYMENT OFFICE  
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FACTORY INSPECTION  
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ROBERT EADIE  
JAMES A. CULP  
OMER N. CUSTER

*Mediators and Conciliators*: ERNEST WITHALL, ROBERT OSBORNE

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## THE DEPARTMENT OF LABOR

BARNEY COHEN, *Director*

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This department has made a careful analysis of the functions of the Civil Administrative Code, but more particularly an analysis of the functions of this department, that those functions may be enforced and administered legally, efficiently and economically.

This report is an attempt to state how these functions have been performed.

Analysis shows that the *general* function of The Department of Labor is to "improve working conditions." In fact, the entire scope of the department may be boiled down to the phrase, "to improve labor conditions."

### LAW ENFORCEMENT

The first *specific* function is that of law enforcement. The original idea seems to have been, in enacting labor laws, to delegate certain powers of inspection and prosecution to an administrative officer. Later, by the Civil Administrative Code, this law-enforcing power was, and now is, centered in the Director of the department.

### EDUCATION

Besides the law-enforcing function, The Department of Labor is required to compile and disseminate labor information; in other words, to do educational work in the field of labor. The relative importance of these two main functions—first, law-enforcement, and second, educational work—seems to be left to the discretion of the Director. That they are the two main functions, seems plainly evident. Their relative importance, however, is not so evident. Strictly following administrative customs which were traditional previous to the enactment of the Civil Administrative Code, means that by far the greater part of the work of this department is to be devoted to law-enforcement and that the educational function is merely incidental—or at most supplementary.

While wishing to keep away from any too radical departure from tested methods, the Director of this department has made a strong attempt to combine these two functions, so that law-enforcement would be *educational* rather than punitive. It would seem that the efficient administration of this department rests entirely upon the principle that it is better to educate the citizens of the State to know and observe the law, rather than punish them for law-violation. The forty inspectors of this department, as an instance, can and are instructed to do con-

structive work in advising, counseling and educating those they come in official contact, rather than seek opportunity to prosecute.

#### CUSTODY

Additional to the function of law enforcement, the custody function applies in The Department of Labor insofar as it is placed in charge of certain rights common to all workers. The right so affected is the right to pursue regular, useful employment. This right is one which is inherent in the worker in an age of industry such as this. The worker has nothing to sell; a day lost or put in at wrong employment is lost to him. The State, therefore, is logically responsible to give to the worker the opportunity to procure work—work that will, first of all, benefit the State, and second, will employ him to the fullest capability and capacity in essential industry.

This department, therefore, under the Civil Administrative Code seems to be the logical custodian of the employment rights of the worker.

#### PURCHASE AND SUPPLY

The function of purchase and supply—a fourth function of several of the departments under the Code—is of relative importance in The Department of Labor. The director may approve or disapprove any request for purchase made by any department. Only to this extent is the department concerned with the purchase, supply, or purchase function, which is of such great importance in The Department of Public Works and Buildings.

#### QUASI-JUDICIAL FUNCTION

The Civil Administrative Code is an administrative code conferring administrative powers. It confers, however—originally by reenactment—quasi-judicial and certain administrative powers upon five officials whose *administrative* acts are, it would seem, subject to review and subsequent approval or disapproval.

Recognizing a principle of law which is almost as old as itself, the judiciary has ever been left free from administrative review. This judicial freedom seems to be observed in the Civil Administrative Code. In The Department of Labor, the Industrial Officers, a part of whose work is held to be quasi-judicial in character, are left free from administrative influence in the review and adjudication of the Workmen's Compensation Act.

#### SUMMARY OF FUNCTIONS

It is then evident that the following are the functions of the Department of Labor: (1) Law-enforcement; (2) education; (3) purchase, and (5) the outside quasi-judicial function in the five Industrial Officers.

## SPECIFIC DUTIES OF THE DEPARTMENT OF LABOR

The general duties of the different divisions may be briefly stated as follows: The General Office of The Department of Labor is designed to care for all accounting, authorization and supervision matters in connection with the eleven divisions comprehended within the department. According to the uniform practice required by the Code, all claims against the department, for traveling expense; and all bills for the administrative expenses of the various offices shall come to the General Office for approval before being forwarded to The Department of Public Works and Buildings for authorization, or to The Department of Finance or payment.

Each division is required to make certain reports; a daily report of its important activities, a weekly report of employees on duty, a monthly report of certain expenditures, and by-yearly and yearly reports as required by statute, or such as may be requested by the Governor.

## DIVISION OF LABOR STATISTICS

The Division of Labor Statistics, the successor to the "Bureau of Labor Statistics," took over the work of that activity on July 1, 1917. There were no important changes in the statistical laws formerly enforced by the Bureau of Labor Statistics, so that the division continues this work as formerly done by the bureau. Statistics relating to accidents in industry throughout the State are here compiled and tabulated and the information transmitted to other divisions as may be necessary. Compilations made by the remaining divisions of the department are also filed in the Division of Labor Statistics and the findings made available for public information, and for the consideration and guidance of this and other departments.

## EMPLOYMENT OFFICES

The Division of Chicago Free Employment Offices maintains an office in Chicago, and is now cooperating with the United States Free Employment Offices. The general duties of this division are to provide to all applicants, free of charge, employment suited to their capabilities, when possible; and, insofar as circumstances permit, to make a canvass of employers needing help and to supply them with workers of the kind desired.

Divisions Four to Eight include the Free Employment Offices in East St. Louis, Peoria, Rockford, Rock Island, and Springfield. The duties of each Free Employment Office noted above are similar to those of the Chicago office. Each operates in the territory assigned to it by the department, and cooperates with the other offices and with the Federal Employment Service.

## EMPLOYMENT ADVISORY BOARD

The Division of General Advisory Board for the Free Employment Offices acts in an advisory capacity to the entire State employment



service. Its duties are to determine certain questions of policy, to plan for the coordination and efficiency of the work of the offices throughout the State to as great a degree as is found practicable; and, in general, to act as counsel to the various offices, under the general guidance of the State Superintendent of Free Employment Agencies.

#### CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES

The Division of Chief Inspector of Private Employment Agencies enforces the various laws having to do with all employment agencies in the State other than free employment agencies; recommends for license such agencies as comply with the law and furnish a suitable bond; and acts as prosecutor or arbitrator in matters of dispute where patrons of licensed agencies believe themselves wronged or aggrieved.

#### FACTORY INSPECTION

The Division of Factory Inspection is charged with the enforcement of ten laws designed to insure the health, safety and comfort of workers. The Chief Inspector, through his deputies, inspects all establishments coming within the scope of those laws, makes prosecutions where necessary and recommends changes as needed or required.

#### INDUSTRIAL COMMISSION

The Industrial Commission of Illinois is charged with the enforcement of the Workmen's Compensation Act and, together with its arbitrators and conciliators, attends to the adjustment of labor disputes.

#### COOPERATION WITH EMPLOYERS

In all our dealings with the employer an attempt is made to show how it is to the advantage of all concerned to comply with the laws enforced by the department. It has been found that what little opposition there is from employers comes from misunderstanding—either the intention or the manner of enforcement of the law. Employers as a class are by no means hostile to law enforcement, but wish to be saved undue expense or the minor troubles incident to over-inspection. Owing to the comparatively small number of inspectors in the State, there is little danger of over-inspection; but, owing to the number of laws enforced by The Department of Labor and to changes which have occurred in them, the employer occasionally takes the stand that it is difficult to know what to do.

The Director of Labor and the heads of the various divisions have cooperated with employers through their associations and otherwise to keep them posted on what constitutes law observance, and how it is to the advantage of the employer to observe the law. As an instance of how this works out, the new Child Labor Law, which became operative July 1, 1917, was much simplified in its method of enforcement, through a practical system of cooperation by the Department with employers.

## CENTRALIZATION OF AUTHORITY

There is now a tendency among employers to hold some one officer of the firm responsible for the study and observance of labor laws. This has helped to maintain the cordial relations existing between this department and employers, to a considerable degree. If the work of hiring men, women and children is turned over to an employment manager in the plant, and this manager is held responsible for all violations of the law relating to such employment it is very sure that he will keep in close touch with the different divisions of The Department of Labor which have to do with employment matters, and will not only gain much good from their cooperation, but will never need to fear the results of unexpected inspection.

## NEED OF A SYSTEM OF INDUSTRIAL REPORTING

The department is in receipt of a considerable number of inquiries from lists of manufacturers in the State, information on the number of workers employed, together with classification of such workers. These inquiries come from other departments and divisions under the Code, and from persons and industries throughout both the State and the United States generally.

At present there is no means at the command of the department by which an employer can be compelled to furnish an industrial census of his establishment, and previous attempts to secure such information have failed mainly because employers do not see the need of returning blanks properly filled out. An industrial survey of the State made by a personal canvass does not seem advisable, because of the cost attached to such a method of compiling information. Were there legislation making it mandatory upon the employer to fill out information blanks, giving exact information of the number of workers in his employ, an industrial census could be made once a year at a comparatively small cost. Such legislation has long been needed and the need for such a system will become pressing during and after the reconstruction period following the war. This department will gladly cooperate with other departments in attempting to secure such legislation.

## METHODS OF REPORTING ACCIDENTS BY EMPLOYERS IN ILLINOIS

By an act effective July 1, 1907, it was made the duty of every employer in the State of Illinois employing laborers, mechanics, miners, clerks, or other servants, or employees of any character, to make an immediate report to the Bureau of Labor Statistics of every fatal accident, and also to make a report of every nonfatal accident by which the one injured was incapacitated for thirty days or more.

Under an act which became effective January 1, 1910, known as "An Act to Provide for the Health, Safety and Comfort of Employees," it is the duty of the owner, lessee, superintendent or person in charge

of any factory, mercantile establishment or work shop in the State of Illinois, to send an immediate report of all fatal accidents to the State Factory Inspector. This act further provides that between the 15th and 25th of every month, such employers shall report injuries occurring to their employees during the previous calendar month, entailing a loss of time of fifteen successive days or more.

A subsection of that section provides that the reporting of accidents as provided, releases any employer making such reports from report to any other State officer, board or commission.

Under an act enforced July 1, 1917, known as the "Workmen's Compensation Act," it is made the duty of every employer in the State of Illinois operating under the provisions of that Act, to make an immediate report of all fatal accidents to the Industrial Commission and further provides that such employer shall report to the Industrial Commission, between the 15th and 25th of each month, all accidents entailing injuries to employees, entailing a loss to the worker of more than one week's time. A part of that section provides that the making of reports as provided in the Workmen's Compensation Act shall release the employer under provisions of said act from making such a report to any other officer of the State.

Compliance with the law for reports as provided by the Workmen's Compensation Act and the Health, Safety and Comfort Act, seems to relieve the employer of the need of reporting under the 1907 law, although that law has never been directly repealed. The Workmen's Compensation Act, being the latest of these acts passed and requiring report on the loss of time of the least number of days and seeming to cover all of the factories, mercantile establishments, etc., affected by the Health, Safety and Comfort Act, seems to take away certain reporting requirements from the latter. Accident reports as now made to the Industrial Commission are, also reported, in part, to the office of the State Factory Inspector and further cooperation between those offices is planned.

One of the provisions of the Mining Act requires an immediate report of all fatal accidents, through the Division of Inspection, to the Department of Mines and Minerals. At the end of the fiscal year report on all nonfatal accidents entailing a loss of thirty days time or more in coal mines is assembled for that department.

A section of the Public Utilities Act requires that every public utility shall make report of accidents to the Public Utility Commission.

It is plainly evident that there is considerable conflict in the laws governing accident reporting. Confusion consequently results, as the employer is not certain to whom a report is to be forwarded, and often is in doubt as to what accidents are to be reported. The department plans to ask—after consultation with all departments concerned—for a law covering a simplified system of accident reporting. This, if obtained, will be greatly to the advantage of both employer and employee.

and make possible accurate deductions of conclusions having to do with accidents in industry.

#### PROPOSED CHANGES IN THE OCCUPATIONAL DISEASE LAW

After seven years operation the Occupational Disease Law—enforced by the Division of Factory Inspection—owing to its original sound construction, has suffered no change. The division physicians, Dr. Harold C. Gibson and Dr. George L. Apfelbach, from an experience embracing those years, feel that this law has been very effective in the prevention of industrial disease, for the reason that ample police power is given to the division for its enforcement.

Nevertheless, the physicians feel that this law could be improved by the following changes:

1. Section 2 should include, in addition to the substances mentioned therein, "Benzine, benzol, naptha, nitro-benzol, aniline, trinitro-toluene, dinitro-toluene, methyl alcohol, nitric acid, mercury, carbon disulphide, hydrofluoric acid, oxalic acid, picric acid, nitrous gases."

2. The Department of Public Health and the Illinois Division of Factory Inspection partly duplicate each other's work, and for this reason Section 4 should read, "It is hereby made the duty of any licensed physician who should make examinations as provided in Section 3 of this Act, to make an immediate report thereof to the Illinois Division of Factory Inspection upon blanks to be furnished by said division upon request."

Further, change—"Provided, that the failure of any such physician to receive the blanks of the Illinois Division of Factory Inspection for making such report, shall not excuse the physician from making the report as herein provided." Change Section 5, as follows: "The Division of Factory Inspection shall, through its medical inspectors, receive the reports of physicians making such medical examination and keep an accurate record thereof."

3. A section should be introduced into the Occupational Disease Law requiring all physicians of the State of Illinois to report to the Division of Factory Inspection the occurrence of all diseases which, in their opinion, are due to occupation, and also to make it obligatory on the part of hospitals to furnish such information to the division.

4. Repeated violation of the reporting requirement by any physician should be made sufficient cause for revocation of his license to practice medicine. Such evidence should be filed with The Department of Registration and Education for that purpose.

In addition to the above changes in the Occupational Disease Law, it is also recommended that compensation be paid for disability arising from industrial disease as specified in section 2. Such compensation would be provided by a change in the compensation law of this State.



## COMPULSORY SCHOOL ATTENDANCE

In an ideally perfect commonwealth, in which the enforcement of school attendance is made compulsory, and where it is found possible strictly to enforce the law, there is little doubt that violations under the child labor law would be remarkably few, if not entirely absent. Such a method would be dealing with the problem of child labor at its very source.

## REORGANIZATION OF INDUSTRY AFTER THE WAR

The Department of Labor has, during the past fiscal year, had ample opportunity of observing the various causes that affect the demand for labor. The six Free Employment Agencies, the Division of General Advisory Board for those offices, and the Division of Chief Inspector of Private Employment Agencies and of Factory Inspection come in the closest possible contact with workers and actual industrial conditions. Labor supply and demand—the geographical shift of labor—the turn-over in labor because of many jobs open, from which a choice can be made—these factors, particularly, in the labor market are met at first hand by these divisions.

It is, of course, the consensus of opinion that there will be a marked reorganization of industry after the war. While prediction often results in wrong deductions, yet the wealth of material assembled by the various divisions of this department is so suggestive that it would seem safe to make some definite comments and to deduce some few probabilities. These are set forth below.

## WOMEN IN INDUSTRY

It seems quite probable that the present extension—both of the number of women in industry and in the field in which they work—will continue after the war. The reasons for this seem to be psychological as well as educational and economic. Among the psychological reasons which warrant the belief that women will continue in industry after the war, is the probability that where they have taken up a class of work formerly done exclusively by men, because the nation needed such work done and there were no men to do it, a mental barrier has been broken down. This barrier will probably not again be raised. Women will doubtless continue to work as elevator operators, and in machine shops—in many cases—at heavy work formerly done almost exclusively by men. Women who, previous to the war, were content to work in stores or offices for a comparatively small wage, once having secured double or triple the same wage at a kind of work which, though unpleasant, puts a sure and increased reward in the pay envelope, will not be content to go back to the lower wages paid the routine worker.

## INTENSIVE TRAINING

The educational angle must almost be considered. Both women and men have been educated by necessity and forced training to take

sitions of increased responsibility. As far as men are concerned, as is well shown in the field of military training. Officers in the United States Army in the time of peace were compelled to undergo four years' training before being rewarded by appointment to the lowest rank as a commissioned officer.

In war times, intensive training has made it possible to graduate a second lieutenant after three months' training. Somewhat the same condition exists in industry during war time. Intensive industrial training has been more or less systematically given to unskilled workers who otherwise would have remained at routine work. This intensive training for human material which otherwise would have remained in an inactive untrained state, has done two important things. First, it has produced skilled labor in considerable numbers. Second, it has created a class which will never be content to go back to routine work because of the low rate which is paid to such labor. In cases coming within the scope or brought to the attention of this department, common laborers have been able to make a daily wage—after intensive training of some sort—which almost, if not, wholly equals their weekly stipend during the pre-war period.

#### WAGE READJUSTMENT

The economic condition is to be considered more from the employer's point of view, as he will undoubtedly again seek to secure labor in a cheap market. This motive will probably be basic in the matter of wage readjustment. On the one hand there will be the worker who has become accustomed to a substantial salary; on the other hand will be the employer who has felt that owing to the scarcity of labor, he has been compelled to pay what is to him a remarkably high wage. These two opposing forces doubtless will open anew the wage question at the moment that the labor-placing agencies find that there is an excess of labor over the demand.

The entire subject of reorganization of industry after the war has been taken up informally with other departments, and there is now under consideration a more or less defined plan, beginning with the caring for wounded and incapacitated soldiers by the combined work of The Department of Public Welfare and The Department of Labor. In dealing with prospective general unemployment, the employment divisions of this department are available. As the need is made manifest, the machinery of the Free Employment Agencies will be placed at the disposal not only of returned soldiers, but of those also who find it necessary to make a shift because of changing conditions, after we have won the war.

#### REPLACEMENT OF MALE WORKERS BY FEMALE

Early in September, 1917, it was noted from reports coming to The Department of Labor that the opinion was generally prevalent that a

shortage of labor existed in many lines and that such shortage was destined to become acute.

All the divisions were accordingly instructed to report any demand for labor not normal, such reports to be in addition to the ones ordinarily filed with the department.

February 1, a statement was issued to the press concerning the alleged labor shortage. It was found, from thorough investigation, that the shortage at that time was not general throughout the State, but rather was confined to certain classes of labor. It was further held by some who were in close touch with labor conditions that there was an attempt on the part of certain employers to make systematic replacements of male workers with female, such replacements often being made at a lower salary, basing such action on the alleged "unprecedented shortage of labor."

As it was recognized that there would be soon an actual shortage of labor, and that these wholesale replacements should not be attempted immediately, but should, where necessary, be brought about gradually, a statement was issued to the press about February 1, giving the results of systematic investigation of the labor demand and supply.

The following extracts are from the article given to the press at the time stated showing the condition of the labor supply at that time.

"In the attempt to get the most systematic and authoritative information possible, The Department of Labor, about January 15, began specific inquiries of those of its activities in the closest touch with labor and labor conditions. The replies are now in and tabulated.

"General superintendents of free employment agencies were asked to report specifically the labor conditions in their respective localities, not only as to the so-called shortage of labor, but as to either the actual or prospective replacement of male workers with females.

"Inspectors of private employment agencies and all businesses coming within the scope of the laws enforced by the Factory Inspection Division were called upon to secure from all of the employment agencies in the State, and from factory managers as called upon, any information that would be of value covering either labor shortage or labor replacements. Up to the present time more than 175 reports have been received.

"Basically, it is found that the usual shortage of labor has remained substantially the same, or been intensified from a slight to a considerable degree in those industries where a shortage customarily and commonly exists. For instance, the usual shortage in domestic labor and in farm help has remained stationary in some localities, while in others it has been extremely marked. Where crops are large and the yield unusual there was frequently noted a considerable increase in the usual demand and consequent scarcity of farm labor. Where factories were absorbing available female labor, this in many cases affected the problem of domestic help accordingly.

"Again, locality has had considerable to do with the shortage of general labor. This has been a matter of wages and locality to some extent, as communities within the immediate radius of unusual manufacturing operations have drawn in many cases heavily from associated industries.

"Reports from Chicago state that nothing apparent as yet has been noted generally in connection with the shortage of labor, particularly skilled labor. To the contrary, there actually exists a surplus of this class. The actual shortage appears to be machinists, tool and die makers and molders. Replacements of male and female workers have not occurred to a noticeable degree, one estimate being 'less than one-half of one per cent.'

"A report from Rockford advises that the usual conditions obtain, owing to the fact that many workers have been released from Camp Grant and shortage exists in certain trades—tool makers, machinists and molders. There are some minor replacements—estimated not to exceed two per cent, no general replacements being planned.

"Reports from Rock Island are to the effect that there is no shortage in ordinary factory labor, but there is a considerable demand for skilled labor in factory work which has not been filled. Replacements of male by female workers have taken place in some instances where male workers were of draft age. Notably, instances of replacement are seen in the use of girls in core rooms in foundries, and in some cases the lighter work in shops. Such replacements range from three to above 50 per cent in the case of some few individual businesses.

"From Peoria it is learned that there is no marked shortage of labor, and but one case has come to notice where women replaced men in unskilled labor.

"Springfield reports show that the only shortage has been in railroad and factory work, in some cases. There have not been sufficient reports to warrant a statement that an actual shortage exists. There have been no replacements noted.

"East St. Louis reports a shortage in labor which possibly might be corrected by a slight increase in wages, as eastern commercial centers have made higher bids for unskilled labor. An actual shortage therefore exists. Replacements of male by female workers are negligible.

"Detailed reports made by private employment agencies, mostly located in Chicago, are almost uniform when classified according to the kind of work in which the agency specializes. There seems to be great uniformity in the demand reported from all sources for female elevator operators to replace male. Theatrical agencies report no change.

"Agencies specializing on domestic help almost invariably report an unusual shortage.

"There seems to be what is termed 'a medium shortage'—the supply being somewhat more uncertain than usual for office workers, railroad



labor and woodmen. A marked shortage of machinists and foundry workers seems to exist.

"One authority states that the question of women taking the place of men has been exaggerated ten-fold, and that he does not know of a single instance where an employer has put a woman to work in place of a man who has joined the army. Opposed to this, an agency finds a tendency towards filling positions with women, particularly in banking and similar lines of business.

"Such is the best information obtainable by this department as to the shortage which is held to exist in labor ranks. From this the manufacturer will be able to deduce how both the actual or apparent labor shortage may affect his business and as to what the tendencies are as to the replacement of male with female workers."

Indications began to show in May that replacements were becoming more common, and in order to determine exactly what percentage of replacements were being made, inspectors for the Division of Factory Inspection were required to turn in detailed information on all plants visited, listing the number of employees at the time of inspection, the number one year previous, and the number of replacements of male workers by female, made within the year. This system installed at that time is kept up, and has proved a very satisfactory means of ascertaining the percentage of replacements being made in the State.

Industries employing 133,093 workers were found, during the month of June, 1918, to have made 805 replacements of males by females. This covered 6,242 industries inspected, and showed a replacement ratio of approximately  $\frac{3}{5}$  of 1 per cent, indicating that earlier estimates of a more general character had overestimated, rather than underestimated, the number of replacements. It is extremely probable that this ratio will show an increase, as these investigations are continued.

#### PUBLICITY WORK

The department has been quite successful in securing favorable publicity whenever necessary. The papers throughout the State appear to be more interested in the work of one or two other departments than in that of The Department of Labor. As an instance, the extremely valuable information constantly being secured by the Department of Agriculture finds a ready welcome in the columns of the various State newspapers, as a large percentage of the subscribers are farmers and are liberal and steady patrons of the advertisers of the various periodicals. Health matters are of particular interest to the public at the present time, thus making the dissemination of health information one of comparative ease. Labor news and proposed changes in labor laws of interest to the workers particularly, do not seem to be of such interest to the press.

Despite the comparative difficulty of securing notices of labor conditions—a difficulty made more striking by the demand of the public

or war news—thanks are due many of the newspapers throughout the State for cooperation in disseminating matter of interest to workers in the various fields of industry. Particular thanks are due Robert E. Woodmansee, Secretary of the Springfield Federation of Labor and publisher of the ILLINOIS TRADESMAN, for cooperation in opening the columns of his paper for labor news and notices of the doings of this department. The labor press throughout the State has likewise been uniformly courteous and obliging. This kindly spirit of cooperation shown by Mr. Woodmansee and other publishers is much appreciated. Local newspapers in the various industrial centers where State employment agencies are located have also been particularly obliging in giving publicity to the constructive doings of the various State employment agencies.

Press bulletins are issued at least once every month, and occasionally bi-monthly, and distributed to the various newspapers in the State. These bulletins have dealt with both general and specific labor topics and have at all times been in strict compliance with paragraphs 10 to 16 of section 43 of the Civil Administrative Code, which provides—as follows in section 12—that: “The Department of Labor shall acquire and diffuse useful information on subjects connected with labor in the most general and comprehensive sense of that word.”

#### ATTENDANCE AT LABOR MEETINGS AND CONVENTIONS

The department has cooperated closely with the work of organizations making a study of labor problems which arise from time to time, and has been represented at various manufacturers' and employers' associations. The Director has attended a number of conventions, the principal one being the American Federation of Labor convention held at Buffalo, November 20, 1917.

The press of the United States and particularly the State press, gave wide publicity to the attitude of Illinois toward labor to the efficiency of the Civil Administrative Code in providing further health, safety and comfort for workers, and especially to the attitude of this department toward the laboring man.

#### COOPERATION WITHIN THE DEPARTMENT

This report would be incomplete without mention of the cooperation the Director has had in his task of coordinating the various divisions under a new administrative plan. Cooperation by both code officers and division heads and employees has been not only willingly but freely and continuously given. Much of the success of The Department of Labor and the place it has taken in industrial affairs is due to this cooperation and willing, able help.

## THE DEPARTMENT OF LABOR

## FINANCIAL STATEMENT

July 1, 1917, to June 30, 1918

	Appropriation.	Bills authorized.	Balance
General Office and Division of Labor Statistics.....	\$ 20,600 00	\$ 11,106 00	\$ 9,494 00
Chicago Free Employment Office.....	53,030 00	45,767 00	7,263 00
East St. Louis Free Employment Office.....	6,758 00	6,567 00	191 00
Peoria Free Employment Office.....	6,678 00	6,348 00	330 00
Rockford Free Employment Office.....	6,270 00	5,962 00	308 00
Rock Island-Moline Free Employment Office.....	6,660 00	5,767 00	893 00
Springfield Free Employment Office.....	6,445 00	6,159 00	286 00
General Advisory Board for the Free Employment Offices..	5,300 00	1,991 00	3,309 00
Chief Inspector of Private Employment Agencies.....	16,921 00	14,859 00	2,062 00
Factory Inspection.....	99,059 00	81,984 00	17,075 00
Industrial Commission of Illinois.....	147,375 00	119,872 00	27,503 00
Total.....	\$375,096 00	\$306,382 00	\$68,714 00

## DIVISION OF LABOR STATISTICS

W. C. LEWMAN, *State Superintendent of Free Employment Offices*

Up to July 1, 1917, when the Civil Administrative Code became operative, the Bureau of Labor Statistics had, as a considerable part of its work, the supervision of private employment agencies and the enforcement of the Act creating free employment offices in certain cities. When the Code became operative the supervision of private employment agencies became the work of a separate division. The superintendence of the free employment offices was made the duty of a Code officer styled, "Superintendent of Free Employment Offices." In order to avoid possible confusion because of the similarity of designation of the Superintendent of Chicago Free Employment Offices, the term "State" is usually affixed to this title.

The duties of the State Superintendent of Employment Agencies are fixed by the Director. Such duties embrace:

(1) The general superintendence of the Free Employment Offices at Chicago, Rockford, Rock Island-Moline, Peoria, Springfield and East St. Louis.

(2) Cooperation with the general and local advisory boards.

(3) Supervision of reports and tabulations as required.

(4) Cooperation, to such degree as may be deemed advantageous for the good of the service, with other agencies, agency organizations, public organizations, and the like.

(5) Supervision of the distribution of labor, including the supply of seasonal labor to the trades, farms, factories (such as canning factories) so as to protect the interests of both employer and employed.

(6) In general, protection of the interests of all concerned in employment matters.

### COOPERATION WITH THE FEDERAL EMPLOYMENT SERVICE

A provisional plan for bringing together the activities of the State Employment Office in Chicago and those of the Government Employment Service in Chicago was begun July 1, 1917. This plan had to do only with the recruiting of common labor.

The State at that time was maintaining a branch office on the west side for this purpose, and was doing a very successful business. The working out of the new plan resulted in the abandonment by the State branch of the old quarters it had occupied and the joint rental with the Federal service of quarters at 105 South Jefferson Street, which were dedicated with appropriate ceremonies October 1, 1917. It was under-



stood that the expense of maintaining this branch should be borne equally by the State and Federal Governments. From this arrangement the State benefitted by being able to occupy better quarters and at the same time, reduce expenses. The Government was made a partner in a going business, merely by assuming a part of the expense of operation.

From the time the amalgamation of the two services was complete until early in February there had been no appreciable gain in the business of this branch. At that time the United States Department of Labor requested that, as a war measure, all the public employment activities be consolidated.

On February 12 a meeting was held in Chicago attended by the Director of the State Department of Labor, the General Advisory Board of the Free Employment Offices, the State Superintendent of Free Employment Offices, the General Superintendent of the Chicago office and the District Superintendent of the United States Employment Service, at which tentative arrangements were made to make the employment service of the State and that of the Federal Government cooperative in Illinois.

It was also decided that the necessities of the war industries required that additional offices should be established in Illinois. It was agreed that the expense of maintaining all the offices in the State, except those already regularly organized under the State laws, should be borne by the United States Employment Service, until such times as legislation could be had which would enable the State to bear a part of such expense.

#### FEDERAL OFFICES ESTABLISHED

The State Superintendent of Free Employment Offices and the District Superintendent of the United States Employment Service, after a careful examination of conditions at each point, established offices in Danville, Decatur, Bloomington, Joliet, Galesburg, Aurora and later in Cairo, LaSalle, Elgin, Freeport, and Waukegan. About 42 branch offices were established in Chicago.

In establishing the new down-state offices, meetings were arranged to which were invited leading employers, business men, representatives of organized labor and civic societies. The attendance at these meetings ranged from 30 to 200. At each place a committee of five was appointed to act as an advisory board and to recommend the employees who were to have charge of the offices.

Nothing of a political nature was permitted to enter into the discussion carried on at any of these meetings, nor was any inquiry made as to the political affiliations of those chosen to act as members of the advisory boards.

The arrangements with the United States Employment Service also contemplated the establishment of a great central office in the down-town district of Chicago to be controlled jointly by the two services. The

rapid development of the business of the State office in Chicago had already made removal to more commodious quarters necessary and at the time the request for consolidation was received, such quarters in suitable location were being sought. Because of this fact the State Employment Service in Chicago was not put to any inconvenience, or to any expense that would not have been incurred had no arrangement or joint operation with the Federal Employment Service been entered into.

#### CENTRAL EMPLOYMENT OFFICE ESTABLISHED

The location finally chosen for the new cooperative office is ideal. It comprises the 2d, 3d and 4th floors at 116, 122 North Dearborn Street, near the busy corner of Randolph, having a frontage of 58 feet and a depth of 80 feet, and alley on the north side which makes the problem of ventilation an easy one. Much of the preliminary work had been done before a working agreement with the Federal service had already been completed. The completion of this agreement was no easy task. The representatives of the State felt that because of the great business the State already had established and was bringing into the new concern that it should predominate in the management. The representatives of the Federal service felt that because the Federal Government was the larger institution and was prepared to spend large sums of money for the extension and development of the work which the State could not do, that it should predominate. The agreement finally reached provides that in the management each service shall have equal power. It places the actual management of the main offices in Chicago in the hands of the General Superintendent of the Chicago Office, acting for the State, and Examiner in Charge acting for the U. S. Employment Service with equal authority.

It refers all questions upon which they cannot agree, to a commission composed of the Director of Labor, the State Superintendent of Free Employment Offices, the Chairman of the General Advisory Board of the Illinois Free Employment Offices—who is chairman of the commission—and the District Superintendent of the U. S. Employment Service and the Federal Director of Labor for Illinois. Together these officials act as a board of adjustment.

The agreement also provides for dissolution of the contract should the arrangement prove unsatisfactory. But it does not provide for the disposal of property which may be jointly owned by the two services. A copy of the articles of agreement as drawn by Professor F. S. Deibler, Chairman of the General Advisory Board of the Illinois Free Employment Offices is given in the report of the General Advisory Board.

#### PLACING THOSE DISCHARGED AND PAROLED FROM STATE INSTITUTIONS

According to law, it is the "duty of the Department of Labor through its several free employment offices to seek to provide proper

employment for discharged convicts or prisoners." This law—originally enacted as a humanitarian measure—proved of great service to the State and Nation during the war. Many industries engaged in war were availed themselves of the opportunity of securing men, either whose term had expired or who were paroled to go to work.

Beginning with formal cooperation between the Department of Public Welfare and the Department of Labor there was finally evolved an excellent humanitarian and industrial method of placing men, which resulted in satisfaction in practically 99 cases out of 100.

The following is a form of notification sent the individual previous to his release:

"We are informed by the Department of Labor at Springfield, Illinois, that you are about to be released from the .....

If it is your intention to return to ..... County or its adjacent territory in an endeavor to obtain employment, we would suggest that you complete the enclosed application blank, outlining your qualifications and past employment in detail, returning same to this office at your earliest convenience, so as to enable us to take up the matter with some employer in your behalf.

The law provides that we use every means at our command to aid and assist persons released from penal institutions to obtain employment in order to afford them the opportunity to again become self-reliant.

Trusting that you will take advantage of this offer, we are,

Yours truly,

ILLINOIS FREE EMPLOYMENT OFFICES

.....

*General Superintendent.*

Late in the year a still more efficient system was put in operation, the various free employment offices forwarding bulletins as issued directly to the wardens of the institutions at Joliet and Menard and to the Superintendent at Pontiac. It was found that by having these bulletins on file at the institution, the Division of Pardons and Paroles could indicate to the men when talking to them more clearly the various kinds of work being opened up to them through the industrial parole.

On May 31, it was estimated that there were approximately 100 available men leaving their institutions because of good behavior and that many of these were mechanics and stood ready to "do their bit." In many cases these placements resulted in an opportunity for resuming work, without the necessity of hunting for it, and immediate result was the accumulation of enough money to make the worker self-reliant and able to put aside the temptation which might come from lack of funds.

Reference to the report of the Superintendent of Pardons and Paroles, will show in detail how cooperation in the matter of industrial parole has been effected. Thanks are due Will Colvin, Charles P. Hitch, and their fellow members of the Division of Pardons and Paroles, and Editor Searles, of the ROCK ISLAND NEWS, in insuring successful administration of the parole law as it affects The Department of Labor.

## RESULTS ACCOMPLISHED

All the Free Employment Offices of this State have made fine records during the last year. The records of some of them have been phenomenal. If the same opportunity could have been enjoyed without the attending handicaps, the achievements of these offices must have astonished the public employment world. And when it is remembered that on July 1, 1917, some of them were practically unorganized, and that it was necessary for new forces to take hold and gain the confidence of both employers and workers, their fine showing for this short time is all the more surprising.

The great demand for help experienced in employment work has added to the difficulties of this service in the Chicago office. In that office every man, except General Superintendent Boyd, employed at the beginning of the year has left the service of the State either to enter the army or to take positions with the United States Employment service, or in the employment department of other large concerns at salaries with which the State could not compete. Some went to work for private concerns at salaries double those paid by the State.

The constant changing of employees greatly handicapped the service in the Chicago office. To handle the employment business of factories and many departments of other businesses successfully, it is necessary for the placement clerk to be acquainted with needs of the particular employer to whom help is being sent.

## INDIVIDUAL PLACEMENT SERVICE

Many employers depend upon some one clerk to supply them with their help. This clerk is acquainted with the class of business done by the employers who depend upon him. He knows the working conditions, the hours and the pay, and can give the applicant all the information about the place that he will want before sending a man to the job. This saves trouble both for the employer and the applicant for work. It saves the employer from the trouble of examining applicants for work who have none of the qualifications for the jobs he has open, and it saves the worker from spending carfare running after jobs which he has no chance of getting.

With a new and inexperienced placement clerk doing placement work it is more or less haphazard. He will send men to jobs too far from their homes to make steady employment at that place desirable and consequently that job is merely used by the applicant as a grub-stake while he is in search for another position in a location more easily accessible.

No employer likes to change help any more than he can avoid and the more help that doesn't "stick," sent from an employment office, the less the employer likes that office.

Sometimes it is necessary to go further. The placement clerk must know the trade to which the applicant claims to belong and be able to

give him a technical examination to determine whether he is sufficiently skilled to fill some particular position. Several placement clerks during the last year proved their skill in meeting the employers' needs by answering the calls themselves and landing jobs much more remunerative than they had been holding with the State.

#### SCARCITY OF COMPETENT HELP

Some of the difficulties under which the State has labored might have been lessened had it been possible to fill vacancies occurring in the office more promptly. But there seemed to be no way around the rules and red-tape incident to the employment of help in the lesser positions of the State. A requisition is made for an employee, certification asked for. A certification is made. In about a week the person certified declines the place, and the routine starts over again.

While this office was furnishing thousands of people every month for other employers it was utterly unable to keep its own roster full, and was running shorthanded all the time. And, too, a system of promotion less cumbersome should be adopted. A man or a woman who has spent 18 or 20 years in an employment office has forgotten a great many of the things they learned in the grade or the high school, but are much more competent to do the work required in that office than any boy or girl just leaving the high school or college. But they are not able to compete with them in the examinations for the positions. A clerk in a Free Employment office is different from all other clerks employed in other departments of the State. Of him is not required a knowledge of debits and credits. What is required of him is a working knowledge of the office itself, and that office is the only school where this knowledge can be acquired.

#### COST OF MAINTENANCE

The cost of maintenance of the various employment offices has been remarkably low considering the amount of good done, the number of positions filled and the cooperation given the employers. In some cases industries would have been seriously crippled had not the manager of a local office interested himself in the need for immediate placements and secured workers to help out the manufacturer. More than all else, practically all of the workers in every capacity in the various offices have performed services which would have brought them considerable more money elsewhere.

The table showing the cost of maintenance of the various offices is shown below.

#### COST OF MAINTENANCE FOR ALL STATE FREE EMPLOYMENT OFFICES

July 1, 1917, to June 30, 1918

Chicago .....	\$45,767	Rock Island-Moline .....	5,767
East St. Louis .....	6,567	Springfield .....	6,159
Peoria .....	6,348		
Rockford .....	5,962	Total .....	\$76,570

The table following shows a total of 205,178 positions filled in the State. This makes the cost of each placement \$0.325. As compared with the previous year, this shows a saving to the State of 34 cents per placement, the previous per capita cost being \$0.665 as shown in the last report.

#### INCREASE IN NUMBER OF POSITIONS FILLED

Comparing the number of positions filled during the time this report covers with positions filled the previous year, gives the following statement:

Positions filled during the time covered by this report.....	205,178
Positions filled during the time covered by last report.....	110,879
Gain in number of positions filled.....	94,299

#### TOTAL OF PLACEMENTS OF ALL OFFICES FOR THE TWELVE MONTHS ENDING JUNE 30, 1918

	Applica- tions from employers	Number asked for by employers.	New registration.	Renewals	Number referred to positions.	Number positions filled.
<b>Chicago—</b>						
Male.....	40,598	173,173	111,616	46,318	151,727	125,536
Female.....	14,370	10,528	18,753	8,072	20,563	15,107
Total.....	54,968	183,701	130,369	54,390	172,290	140,643
<b>East St. Louis—</b>						
Male.....	1,686	7,205	3,683	971	4,633	4,328
Female.....	7,611	8,251	1,544	6,022	7,274	7,037
Total.....	9,297	15,456	5,227	6,993	11,907	11,365
<b>Peoria—</b>						
Male.....	7,398	14,664	3,169	7,409	10,517	10,468
Female.....	3,685	3,793	448	3,243	1,903	3,489
Total.....	11,083	18,457	3,617	10,652	12,420	13,957
<b>Rockford—</b>						
Male.....	4,612	10,178	10,424	1,298	6,739	6,224
Female.....	4,512	5,364	3,565	1,540	3,680	3,341
Total.....	9,124	15,542	13,989	2,838	10,419	9,565
<b>Rock Island—</b>						
Male.....	8,824	33,787	12,045	9,578	21,027	19,710
Female.....	2,757	4,038	1,663	1,406	2,693	2,391
Total.....	11,581	37,825	13,708	10,984	23,720	22,101
<b>Springfield—</b>						
Male.....	5,120	8,415	3,070	5,170	7,220	6,423
Female.....	2,076	2,391	865	1,290	1,818	1,124
Total.....	7,196	10,806	3,925	6,460	9,038	7,547
Total males.....	68,238	247,422	144,007	70,744	201,863	172,689
Total females.....	35,011	34,365	26,838	21,573	37,931	32,489
Grand total.....	103,249	281,787	170,845	92,317	239,794	205,178



## DIVISION OF CHICAGO FREE EMPLOYMENT OFFICE

CHARLES J. BOYD, *General Superintendent*

The bare statement that a total of 140,643 positions were filled this division during the report year ending June 30, 1918, gives but scant idea of the importance of the work done. It is safe to say that at no time in the history of the United States were problems affecting employment of such importance to the welfare of the individual, the State and the Nation. On the efficiency shown in making placements has depended to a great degree, the entire efficiency of the Nation while engaged in work secondary only in importance to life itself.

Two things have made possible the large number of placements: the low cost of individual placement, and the general satisfaction of both those placed and those to whom workers were directed. First, a comprehensive system has been built up from actual experience in employment work; and second, there was continuous and careful work under heavy pressure.

The success of this division has, in some considerable part, been due to the plan in force under the Civil Administrative Code, by which the director is given authority over all employment agencies, direct supervision over all agencies being exercised by the State Superintendent. Matters of general policy for each individual office are laid down by the Advisory Board, whose investigations are of the greatest value in determining what principles are to govern placements. This form of organization makes it possible for the Superintendent of the Chicago Division to secure excellent cooperation and be able, at all times, to put problems of unification and policy up to the State Superintendent and the Advisory Board. This has been of great practical benefit, and the cooperation at all times has been both intimate and of exceeding value to this division.

### INDUSTRIAL CONDITIONS

The unusual industrial conditions which have obtained in Chicago as well as throughout the United States, are a matter of common knowledge and observation everywhere; so it is believed to be hardly necessary to detail the conditions of industry during the year which this report covers. It is, probably, sufficient to say that while the demand has been continuous for practically every kind of labor, yet the employment situation has been greatly complicated by the fact that right placement has become of first importance. When there is an over supply of labor, ordinary care in placement is often sufficient to do justice both to em-

oyer and employed. When there are a dozen firms—most of them outside of the State—calling insistently for workers, it requires a proportionately high degree of care in making exactly the right placements. With practically no precedent for a guide, judgment must be relied upon in making the right distribution of labor. During the year it has been the aim of the division to use all employers alike, giving preference, however, to the call for labor within the State. A State office, it is felt, should give the industries of the State first call and aim to care for labor demands within the State first.

It may here be suggested that some plan of reciprocal arrangement among groups of states probably can be worked out after we have won the war. Chicago is close to Wisconsin on the north and Indiana on the southeast, and it is highly probable that some kind of an arrangement could be made with these two states particularly, whereby certain grades of labor could be exchanged, so that migratory and seasonal labor could be drawn from a large area in a manner that would benefit all of the states entering into such form of reciprocal interchange.

#### NEED FOR STATE EMPLOYMENT AGENCIES

Undoubtedly there are many who are of the belief that the worker is adequately served by other than the State managed agencies. Without entering on an academic discussion of this subject, it may be respectfully suggested that in case any one entertains such a doubt, that he take the opportunity to spend as much time as possible in the offices of a busy State controlled employment agency and note at first-hand the work that is done which confers triple good—to the individual in search of profitable employment, to the employer who is in need of workers and to the State in its efforts to comply with the requirements of the Civil Administrative Code in "advancing opportunities for profitable employment."

The field for the State controlled agency not only exists but, rightly cultivated, is a means of decreasing—not increasing—State expenditures. By making proper placements by wholesale not only is a great deal of money saved to the individuals served, but dependency is lessened at the proper place—the fountain head.

#### FREE EMPLOYMENT SYSTEM INSURANCE AGAINST UNUSUAL CONDITIONS

Just so long as usual conditions obtain, when there is a fair amount of work and approximately the necessary number of workers available, no labor disputes or industrial troubles of any kind—when industry is jogging along in a steady manner without any unusual events to disturb conditions—the State controlled agency may be called upon, for a time, merely for routine work in making placements.

Just so soon, however, as unusual conditions of any kind manifest themselves, the State controlled agency acts as an insurance against idleness on the part of the worker and financial loss on the part of

industry. When industry exceeds its normal call for workers, or when the required standard for workers varies as applicants present themselves, the value of the service offered by the State controlled agency manifests itself most strongly.

In conforming to the principle that the public agency provides insurance against unemployment, special efforts must be put forth to care for people put out of work by any crisis that may arise. In such case, it is necessary to know where people fit in so that permanent placements, satisfactory both to worker and industry, may be made.

#### CLIENT SYSTEM

This division has built up a highly satisfactory method known as the "Client System." Employees are required to perfect themselves in a knowledge of the requirements of certain industries for which either aptitude or training fit the one doing the placing. To illustrate, a man or woman who has had considerable clerical training, is able both to talk intelligently and understandingly with those making applications for clerical positions, and also to grasp the opportunities which exist in various industries for that class of labor.

Other employees develop into good wholesale placement men and are able to learn quickly the needs of large firms for this class of labor and frequently develop the faculty of being able to sift out from a large number of applicants those particularly fitted for some particular firm's needs. Another employee becomes skilled in individual placements and is able to carry in mind a large number of persons who are developing rapidly and are able to take up work of greater responsibility as the opportunity offers.

By educating and training the division employee along special lines it is possible to develop specialists who look out for the interest of both the applicant and the employer and bring them together in such a satisfactory manner that permanent placements become a matter of routine. Under such conditions the "client system" becomes of great value and a source of satisfaction to both the employer and to those who are placed through its means. As a general proposition it may be stated that the employer wishes to talk with some one who knows his particular needs, so that he will not be compelled to go over the same ground during the year with different employees doing placement work.

#### INDIVIDUAL SERVICE

A problem constantly presenting itself is that of the applicant who tries to "elbow in" to a place and who must be tactfully dealt with in order to make him take a certain position and stay at work in it. Many excellent workers lack all knowledge of the right method to be employed for marketing their service and display considerable ignorance as to the demand for the particular service they are peculiarly fitted to render. When the routine placement clerk recognizes such a condition, he directs

applicant to the superintendent, who gives the matter of a suitable position special attention, following an interview with the applicant. It is often possible in a short interview to put an applicant on the right track, advising him where he will find the best market for his services and recommend that he use the ordinary virtues of patience, attention and industry in giving the new job to which he is sent a fair trial. Whenever it has been possible to give this individual service, results have been noteworthy.

The applications for employment, as kept on file, show in considerable detail the qualifications of the one applying for work. On the other side, there is room for a record of approximately 30 positions, as each may be filled. Unless the work is of a peculiarly transient character, when the applicant has been sent to several jobs and returns for further placement, a personal talk—with close attention to the individual's needs—often results in a special placement, which takes the worker from the ranks of transient, changeable labor to the rank of a steadily-employed, satisfied worker.

Particularly when the list of positions secured shows that the applicant is going down instead of up in the wage scale or in the desirability position, individual attention is given.

#### HANDICAP SECTION

The work of the handicap section of the division is one that is replete with human interest. With the scarcity of labor and the demand for workers, there has been brought to the surface of the industrial realm a large number of handicapped individuals who have taken courage to ask for employment. One instance may be noted as typical and replete with human nature. The division placed a deaf and dumb girl in a clerical position where her affliction would not be a particular handicap in her work. For some considerable time, nothing was heard from the placement. Eventually she called at the office and inquired if it would be possible to secure a position for a man—a deaf mute who understood the work required in stitching shoes. It was found that the lace could easily be procured for such a worker and the placement was made. Soon after, the interest the young lady had evidenced in the placement was shown by the fact that the two were married as soon as the man secured employment.

#### TRAINING MEN FOR EMPLOYMENT SERVICE

It is the experience of every business that, besides training employees for their own use, many employees secure training and, having made themselves wholly efficient, are able to secure better positions at higher salaries elsewhere. This division has been no exception to this general rule. Owing to the particular nature of the work, employees soon learn the ins and outs of the employment business, and a bid is made for their services by various industries which plan on putting in

employment departments. Employees who do stay despite the comparatively low salaries paid by the division, remain because of the great interest in the work, rather than for the remuneration received.

The demand for men and women skilled in employment work seems to be constantly increasing. Nearly every large concern has its own employment service, and it is this branch of their service that keeps the factory going, in many cases. As soon as a business secures an efficient employment manager it is possible to reduce labor turn-over and to hire at much less cost, both in the expenditure necessary to secure workers and also at less cost in breaking them in to new work.

Many industries are taking the power of discharging employees from foremen, so that a worker who does not fit in in one department of an industry may be given another chance elsewhere with the same firm. In some cases several transfers are made before the worker finally lands in the right niche where his qualifications are profitable to the employer.

#### "THE SATISFIED CUSTOMER LIST"

Every business house of any importance takes just pride in its "Satisfied Customer List"—a list of customers whose dealings with the firm have been of such a nature that they not only continue as customers but are pleased at all times to recommend the firm which has given them satisfaction. The Chicago Free Employment Office has succeeded in maintaining both satisfactory and efficient relations with a large number of representative firms transacting business in Chicago and adjacent territory. The "Satisfied Customer List" contains the names of firms arranged according to their needs, based on the 300 classifications of workers, the names being assembled according to the loose-leaf system.

The number of firms whose names are listed in this reference book range from one to two in number, in minor classifications, to several hundred in occupations where there is a continuous and steady demand for help. The number of firms listed under the headings given, that are in the market for some particular class of workers, and are recorded as "satisfied customers," is shown below:

Assemblers, 81—(that is, 81 "satisfied customers" are in the market for assemblers);—bakers, 18; blacksmiths, 49; bookkeepers, 21; boys, 156; cabinet makers, 52; carpenters, 226; chauffeurs, 62; clerks, 270; cooks, 185; die makers, 21; drill press operators, 54; electricians, 76; engineers, 92; elevator operators, 143; factory hands, 101; farm hands, 280; firemen, 284; handymen, 468; janitors, 76; lathe hands, 108; machine operators, 228; molders, 30; packers, 216; painters, 118; press feeders, 140; punch press hands, 74; stenographers, 41; salesmen, 35; sheet metal workers, 26; shipping room help, 216; steam fitters, 15; tinnerns, 54; tool makers, 37; waiters, 86; watchmen, 94.

This list embraces the lines for which the largest call for workers exists.

When it is remembered that many of the clients listed above call workers by the hundreds—and in some cases thousands—it is evident at a glance the Division has in bringing together the employer who has something to offer, and the worker who wishes employment.

In many cases the larger industries are not in actual competition with each other for labor as different firms have widely differing facilities for training workers. As a consequence, the needs of firms even in similar lines are often quite different. One large manufacturing plant has a steady patron of this Division—calls for laborers, while another of substantially the same size and manufacturing a product somewhat similar, is always in the market for young men who can be trained, and also for clerical help.

Two large mail order houses—steady patrons—are continuously in the market for practically the same kind of help, but being located in different sections of the city, one pulls from the north side and the other from the west and south sides, so there is little actual competition, as workers are usually drawn from different localities. One of the large publishing houses keeps a constant order for a certain kind of clerical help—that preferring to work downtown rather than in some less centrally located part of the city.

#### MAKING EMPLOYMENT PERMANENT

An employment agency wrongly administered can do much harm in encouraging change in employment where such change is to the disadvantage of the employer and the employed. There is always a class of workers who feel that only as they change positions from time to time that they can take advantage of the opportunity for higher salaries. In many such cases, the employer's side of the question is entirely overlooked by the shifting worker, and an employee of this character will always take a chance and "try out" a new position—sometimes even at a lower salary—particularly when the future is brightly pictured by the new employer.

On the other hand, certain employers are extremely careful to discharge even trained employees the moment a slight lull comes in business, so that these employees are thrown on the market often at shortest possible notice. Where an employment agency depends upon fees received, for its existence, this makes a condition which is favorable to the "change jobs" system. The public employment agency, on the other hand, is interested in permanent placements, as there is always a great amount of original work to be done, and it is to the interest of the public agency both to keep the individual worker from shifting about at his own sweet will, and also to encourage the employer so to shape his business that he can profitably retain his employees over a lull. This

makes for stability in employment and is one of the most potent reasons for continuing State employment service.

#### DISTRIBUTION OF LABOR

War emergencies have brought about a condition which has made it at times difficult to protect the rights of the State in retaining the service of skilled employees within its borders. The demands of foreign businesses and the lure of the distant is taken full advantage of by foreign businesses wishing employees. The employee is appealed through his emotions, and the advantages of work under an environment different from that he has known. In many cases the routine home life is entirely broken up and the worker finds that the addition coming from increased wage is more than offset by other expenses, that the supposed gain proves to be a substantial loss. With low paid employees there is often some pride in receiving a larger salary, even though the net is less, and this pride is skillfully appealed to by the bidding for workers for foreign employers.

This human element complicates distribution of labor to a considerable extent. Were it possible to talk over each individual case with workers who have the idea that much more money is to be made somewhere else, it is possible that a great proportion of the unprofitable drift in labor could be stopped. As it is, however, the worker frequently considers the salary increase alone, only to find that as much net could have been made without leaving the State.

With the classification of industries into essential and non-essential the problem of distribution of labor became still more complicated. It has always been the aim of this division to use common sense in protecting home industries and to offset the drift which is bound to occur by stabilizing labor conditions within the State to as great an extent as possible.



## **DIVISION OF EAST ST. LOUIS FREE EMPLOYMENT OFFICE**

**STEWART CAMPBELL, *Superintendent***

Owing to the industrial conditions which have obtained in East St. Louis during the report year ending June 30, 1918, the employment problem has been one of unusual difficulty. The locality served by this agency has experienced as many kinds of industrial conditions as usually are found in a period of from five to ten years. It has been necessary to contend with shortage of labor, a shift in the kind of employment desired by workers and also the kind of workers asked for by employers; there has been a considerable replacement of male workers by females, and lastly, the city has had the problem of the idle, able-bodied who do not care to work continuously, if at all.

### **DECREASE IN COST OF MAINTENANCE**

Despite these conditions, this office has been able to operate at a decrease in expense of \$478.14, as compared with the corresponding twelve months of the preceding year.

During this time we have had—

9,297 applications from employers.

15,456 employees asked for by employers.

5,227 new registrations.

6,993 renewals.

11,907 persons referred to positions.

11,365 positions filled.

Notwithstanding the severe labor shortage which has existed and which has steadily increased during the past twelve months, this office has been able to make an increase in the number of actual placements made. More than 11,750 positions have actually been filled, but only 11,365 are certified as being filled, as we have not had time to check back on all persons referred to positions.

### **WOMEN WORKERS**

We have been able to accomplish this on account of the great increase in the number of women securing positions which has, to a great extent, equalized the reduction in the number of applications from men. During the past year women have been placed in positions which one year previous would neither have been considered by women workers or by employers. There has been a change in the attitude of workers towards the class of work that women can do and also in the attitude of employers towards women workers. Women have been placed by this

office in clerical positions, as elevator operators, in factory work—both light and heavy—and during the last few months capable women have been placed in the construction and maintenance divisions of the railroads.

Employers of women have, in positions where women replaced men made proper provisions for such change, and have as a rule paid the women the salary formerly paid men. There are a few exceptions to such cases, these exceptions being made more by the larger industries than by the smaller employer.

#### PROBLEM OF THE IDLE

The "daily shortage report" of this office shows that, at the close of each day's business, there remain a great number of positions which it is unable to fill. It is not to be inferred from this that every man who is able and capable of working is employed, as such is not the case, as there are in East St. Louis many men who are idle, who in fact make no pretense of working. Also, there is another class of men who are satisfied to spend two or three days of each week at some kind of labor, remaining idle the balance of the time.

#### LABOR SHORTAGE

The great shortage of labor in this locality is attributable to a great many causes, but chiefly to three, which are as follows: First, the enormous number of men who have departed to enter some branch of the military service of the United States; second the enlargement of industries and increase in output; and third, the immense number of men which have left this industrial district for work on Government projects in the eastern and southern states. The last has really worked the greatest hardship upon local industries.

Referring again to an important factor: There are a great many idle men in this city, who are doing absolutely nothing towards producing something essential to the conduct of the war, or the country in general; also there still are some who are remaining in non-essential positions. This last state of affairs will be corrected in the near future, but some one should possess the authority to force chronic idlers, who are above the age of thirty-one, to seek productive employment.

The same condition exists in nearby towns, but not to the extent it does in East St. Louis.

## DIVISION OF PEORIA FREE EMPLOYMENT OFFICE

THOMAS METTS, *Superintendent*

Reference to the general table in the report of the State Superintendent shows in detail the activities of this division for the report year ending June 30, 1918.

### WAR INDUSTRIES

In making placements, industries engaged in filling war contracts have been shown the most consideration. In many cases applicants have asked to be directed to war industries in preference to others. Higher wages are being paid than in ordinary times; also, in most cases, "bunk and board" is furnished—which is a considerable inducement to many grades of labor.

Building operations in this locality are almost at a standstill owing to shortage of labor, difficulty in securing material and the high cost of everything entering into construction work.

This city is the home of a large manufacturing company engaged in the manufacture of "tanks," which are playing such a prominent part in the world war. The company manufacturing this product is working day and night, operating three shifts of eight hours each. This plant is being enlarged and on its completion will necessitate the employment of a large number of workers who must be drawn from other sections of the country. This office is preparing to meet this demand when it occurs, through cooperation with the other State Free Employment Agencies and from other sources.

### PUBLICITY

Considerable favorable publicity has been obtained both through the cooperation of the newspapers and by personal work. The newspapers have commented favorably at different times on the work being done by this office and have shown a friendly spirit of cooperation for which the thanks of the division and the department are due.

It has been found excellent policy to keep in close touch with all employers in the city. Once the employer realizes the great value of the service a State office can render, he becomes a steady patron and a satisfied customer. One satisfactory placement leads to others; a satisfied customer makes a good advertisement.

The office has cooperated with various organizations and institutions in the city and through such cooperation has been able to increase the normal amount of business transacted to a considerable degree.

## **DIVISION OF ROCKFORD FREE EMPLOYMENT OFFICE**

**PETER T. ANDERSON, *Superintendent***

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In submitting this, the first annual report of the Division of Rockford Free Employment Office, as a division under the Civil Administrative Code, it is to be remembered that unusual general conditions have become specialized in employment service, and that where the ordinary business man has found many peculiar conditions arise, these changes from the ordinary have centered in the employment placing service maintained by this agency.

In the territory allotted to this employment office the usual employment problems have arisen, and in addition there has been the problem of cantonment service and the changes of industry incident thereto.

### **INCREASE IN NUMBER OF REGISTRANTS**

It is believed that the reason for the increase in the service work of this division is due to the fact that the office has attempted to render real service. The ordinary licensed employment agency, in territory such as this, is—by the very nature of things—mainly interested in the fee procured from the one placed. The success of the paid agency depends entirely on the number of placements and the fees secured therefrom. Service costs extra effort and as a consequence only as a paid agency is remarkably successful and maintained by broad-guage men will it maintain a service for its applicants.

It requires a little more work and a more careful attention to details to treat all applicants with courtesy and not be satisfied with merely a perfunctory inquiry as to what kind of work they feel they must have. Sometimes the applicant has an entirely wrong idea of the labor market and his fitness for offered positions. Sometimes he is anxious to go to work at once, when by waiting a few days he might be kept in mind for better positions that are opening up. Sometimes the applicant is inclined to bargain and jockey around for several weeks putting the office to considerable trouble, and only after some time is it learned that such applicant was never in the market for work but was merely going through the motions of hunting for it.

Dealing with the employment placement problem, so as to get at the fundamentals, rather than merely to take requests for employment at their surface value seems to be necessary in making an office of this character a success. Employees in this office have invariably been instructed to use, not only courtesy, but tact and discretion in handling

applications and always to remember that the one placed is vitally affected by the placement, whether it is good or bad—well or poorly one.

In a city of the size of Rockford, it is possible to keep in fairly close touch with the larger employers. Particularly in times covered by his report the wage question has been of great importance and incidentally the distance of the workers' home from the place of employment and the standard of health, safety and comfort maintained for him by the employer. Only insofar as an employment manager makes it his business to keep close track of all these matters affecting employment and not only to make them the basis for placements but the basis for a word of counsel now and then to the employer, can such employment superintendent hope to make more than an ordinary success of his office. The organization of employment offices under the Code is so carefully drawn that even ordinary service will be of considerable value, but in order to make it of great value, the superintendent and his helpers must give service in every sense that the word implies.

#### "TURN-OVER"

There is a great deal of talk now among agency managers about "turn-over"—a subject in which both industrial and state agency managers are vitally interested. Once the reason for "turn-over" is determined, the rest is comparatively easy. It may be that the employer is paying too small a wage; the plant may be located too far from the residence district; foremen may be discourteous, incompetent or lack tact; a competitor may be systematically taking help from a rival, and in fact dozens of other causes may contribute to a large "turn-over." Whatever the cause may be it is up to somebody to determine it and to remove such cause, and not attempt to remedy it merely by hiring more men and trusting to luck that they may stay on the job.

#### CANTONMENT PROBLEMS

The work of this division has been greatly modified during the year which this report covers, by problems which arose in connection with the maintenance of a cantonment at Camp Grant. This has been an important problem for many reasons. First, in a time of great manufacturing activity, there has been a comparative lull in building operations. Second, there is seldom an adequate supply of workers of the class desired in the locality where cantonment buildings are being erected, and as a consequence labor must be drawn from outside sources. Third, a special difficulty we have found in connection with this division has been that of getting credit for employees sent to do cantonment work. Under the general system maintained in all offices under the jurisdiction of The Department of Labor of this State, a card is given to the applicant for work with the request that he or his foreman send

this card to the agency when he is placed so that his name may be checked off, and the agency receive credit for his placement.

So simple a matter as getting applicants' cards returned to the office has been found to be a considerable problem in connection with workers directed to cantonments. Of the many hundreds of workers so directed, comparatively few cards were, for a time, returned, so that this office was practically left without credit for their placement. In some cases where a check-up was made, it was found that applicants directed to the job were employed either at the work for which they were recommended or on other work in the cantonment. Owing to the rush of work in the office it was found impractical to make a very thorough check-up; this however, did not prevent the office from continuing to send men as required.

One of the greatest problems was that of securing enough help, but through the cooperation of the different State Employment Offices it was possible to secure a large number of workers in the different trades, and they were needed in construction work.

#### MIGRATORY LABOR

War conditions have been responsible for one important development in employment service, as the workers have seemed more willing to migrate, and there has been a drift from the small towns to larger ones, and from towns of moderate size to the cities, and also a reverse flow from the cities to the smaller towns. Where an applicant is willing to leave the city in which he is located, and particularly where he is a specialist of some kind, a method of consolidating in one list the names and preferences of such workers is of great value in State employment work.

Excepting the men called by the regular draft, the locality covered by this division lost comparatively few workers. The loss by draft has been more than overcome by hundreds who came into this district from small towns, where work was scarce and where the building trades were at a standstill. Migration from other places is keeping up to a considerable degree. This office was advised by a citizen in one of the nearby districts that our agency had placed all the former idlers in his town. No doubt the same condition holds in regard to other surrounding towns.

#### NEWSPAPER COOPERATION

Thanks are due the newspapers in this employment district for their courteous and efficient cooperation in giving publicity to both the needs and the accomplishments of this office. When there has been an unusual demand for labor, newspapers have gratuitously called attention to that need, and where the office has been successful in accomplishing good work, special attention has been called to such accomplishments, through the courtesy of the local newspapers. When the relation of the employ-

ment problem to the newspapers is considered, this kindly cooperation on their part is worthy of all favorable comment. In all cases such press notices as are published are submitted to the superintendent for verification and suggestion before being made up. Too much praise cannot be given the local press for its splendid cooperation in this very important work.

#### PLACEMENT OF BOYS ON FARMS

Approximately twenty placements followed by check-ups were made, supplying boys for work on farms, during the last summer. The advantage of farm work for boys is quite marked where they have any leaning towards that class of work, as they are able to return home after the summer on the farm with a considerable wage, practically all of which is net, there being no expenditure other than for necessary incidentals.

Besides the placement of boys on farms, others have shown a marked leaning towards factory work, and those over 16 have been extensively employed in a number of plants here. Good reports in all cases have been received from such placement.

#### BUILDING TRADES—FACTORY WORK

Despite the fact that this year has been a very poor one for building work, there has been little difficulty in placing workers in all trades, either at their own trade or in some similar line. Carpenters, bricklayers, sheet metal workers, roofers, steam fitters and electricians found ready employment at Camp Grant.

The demand for factory workers has been continuous and fairly good at all times. The only shortage apparent is for tool makers, machinists, and skilled workers in allied technical lines. Up to June 30, the factories were fairly well supplied with all kinds of help.

#### PLACEMENT OF FEMALE WORKERS

There has been a general tendency to use female labor wherever possible and there are plants in Rockford employing as many as 300 females, the results on the whole proving satisfactory. Female labor is used to a great extent in knitting factories, wire works, specialty plants and the like. This relieves, to a great extent, the shortage of male workers created by draft and otherwise. Domestic labor has during the entire year proved to be in very good demand with comparatively small supply.

#### FARM WORK

During the spring of 1918 more workers registered for employment than were called for by the farms. A considerable percentage of those registering were obliged to take other work. The wages offered were fairly good, and in some cases, were as much as could be expected. However, workers invariably feel that farm labor is not being paid on



the same basis as common labor in the cities. If it were, the claim is made that a single man today employed on a farm would get \$75 and \$80 per month, assuming the amount of board as \$10 per week. This would be the same as 40 cents per hour, ten hours per day.

Shortages occur at times for men who are called for to work one or two months until winter sets in.

## **VISION OF ROCK ISLAND FREE EMPLOYMENT OFFICE**

FRED W. RINCK, *Superintendent*

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From July 1, 1917, to October 1, 1917, the energies of this office were devoted mostly to supplying what is known as common labor—that is, workers for contractors and local firms, municipal street work, etc. Beginning with the first of October, a more energetic canvass was made among the factories in this locality to ascertain their needs in regard to skilled workmen, machinists, toolmakers, and other skilled lines of factory work, particular attention was also given to the Rock Island Arsenal and a little later to those firms engaged in war contracts, so that the period from June 1, 1917, to June 1, 1918, the whole energies of this office have been devoted principally, or we might say largely, to supplying skilled workmen to our various shops for war work at the same time.

We have been supplying a very great number of workmen for common labor in the construction of new factories and also the construction of additions for the shops at the Rock Island Arsenal. The demand for this line of labor has been enormous the last few months and we have been unable to supply all the help that has been needed for this line of work.

The particular method employed has been that of keeping in daily touch with, and securing daily information in regard to the needs of all businesses looking to this office for help.

A few facts will show some reasons why our business tripled in the last nine months over the period from July, 1916, to April, 1917, and has since kept up the same pace:

First, the great demand for labor and the steady increase of wages caused by the war.

Second, publicity as a factor in getting results. The Department of Labor, as much as any other mercantile establishment, needs to advertise its business, which this division has done through the friendly cooperation of the newspapers in the Tri-Cities, that is, have published weekly and monthly reports of the business done, and aims never to miss an opportunity to get to the press when there is news of interest pertaining to this business.

Through these methods, we have hundreds of applications from employers and employees, and the chronic knocker has become our best

booster, and today we are known in every industrial and business establishment in this section as the clearing house for labor.

Third, keeping in constant touch with the requirements of the employer; convincing him that The Department of Labor is an auxiliary branch of his business; that he is paying taxes for the maintenance of the same and its up to him to make use of our services.

Fourth, keep up the good fellowship feeling with those seeking employment, as it is essential to have their cooperation in order to fill places. The following is our motto placard in our office:

**IF YOU DO NOT FIND THE JOB YOU WANT ON OUR  
DAILY BULLETIN,**

**MAKE YOUR WANTS KNOWN AND WE WILL MAKE  
EVERY EFFORT TO FILL YOUR WISHES.**

**NO TROUBLE TO ANSWER QUESTIONS.**

**FREE SERVICES TO EMPLOYER AND EMPLOYEE.**

**OFFICE OPEN FROM**

**7:00 A. M. TO 5:00 P. M.**

Fifth, last, but not least, is to guard the State fund as if it were your own personal account.

## **DIVISION OF SPRINGFIELD FREE EMPLOYMENT OFFICE**

A. D. BURBANK, *Superintendent*

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It is felt that this office has done effective work during the period covered by this report, especially in having gained the confidence of employers in Springfield, and of those desiring positions, to an extent far greater than could have been anticipated a year ago.

Such statement as to the attitude of the employers of labor in Springfield, toward this office will be borne out by referring to many of them, who have used this office during the past year to an extent that they have not considered possible in the past.

### **STANDING OF OFFICE**

As evidence of the standing that this office has gained in the opinion other than employers, it may be mentioned that a number of ministers in this city have referred to the work of this office in their sermons or addresses, directing the members of their respective churches to make application to this office when in need of work, and have commended the good work that has been handled through this office.

The work of this division has also been commended by working people and by the Associated Charities of this city for work in assisting many people to obtain work, especially where some of these people have considered it impossible to do things which we have made them realize they could do to advantage. Some people in this condition have been assisted to obtain very responsible positions. In other ways this office has assisted employers and employees. For example, in adjusting the wage difficulty, as the division was called upon by the Western Certridge Company, National Zinc Company and others, to take up the matter of wage adjustment.

### **GOVERNMENT COOPERATION**

The cooperation of the Government with this office has been of importance. The appearance of the office has been much improved. Also the class of laborers applying have shown a decided improvement. The filing system adopted has been a great assistance in checking up applicants for employers. The system of reporting that has been worked out by the State Department of Labor is a wonderful improvement over the old, and should be commended. The instructions received by The Department of Labor as to taking care of the finances have been of benefit as well.

This office has been very helpful in taking care of families where the wife has been obliged to work, by giving them work by the day or hour. We have been taking care of a great many old men that can only do short and odd jobs.

Farmers are calling on this office for help in consideration of the service they have obtained.

The office has a great many communications on file from employers of some of the largest concerns, thanking us for labor supplied; and letters from employees thanking us for positions obtained for them. These are considered among the best commendations possible.

#### PUBLICITY

Through visitation among the labor organizations, advertising labor orders, and news notices placed in the daily papers, the public has become acquainted with this office. In the past, there were some that did not even know there was such an office in existence, and did not understand that all services were free.

In conclusion, it is felt that the Springfield service has not reached the mark set, but the entire personnel of the office is constantly striving to improve the work of this division. In the effort excellent cooperation is being received from all concerned.

## **DIVISION OF GENERAL ADVISORY BOARD FOR THE FREE EMPLOYMENT OFFICES**

F. S. DEIBLER, *Chairman*  
A. H. R. ATWOOD, *Secretary*  
OSCAR G. MAYER  
MRS. RAYMOND ROBINS  
JOHN H. WALKER

The General Advisory Board held its first meeting during the present year in the office of the General Superintendent of the Chicago Free Employment Offices on January 21. The meeting was called by Mr. Cohen, the Director of The State Department of Labor, for the purpose of organizing the new board. The only new member of the board was Mr. Deibler, who was appointed to fill the position made vacant by the resignation of J. E. Williams, who had served as chairman of the board since it was established by the act (1915) which reorganized the State Free Employment Offices. The board completed its organization at this meeting by selecting Mr. Deibler, Chairman, and Dr. Atwood, Secretary.

The board has held five regular meetings. In addition the chairman and secretary have held frequent conferences with the Director of The State Department of Labor and with other officials of the service, as well as with officials of the United States Employment Service.

Provision was made by the last General Assembly for the appointment of investigators to assist the board in making constructive suggestions for the improvement of the employment service in the State. The most important employment work in the State has been connected with the problems growing out of war conditions. The investigators during the early part of the year assisted in handling the problem of finding an adequate supply of farm labor. This work was done in cooperation with the State Council of Defense. More recently two of the investigators have been devoting their time to gathering information concerning the needs of essential industries in the State in cooperation with the Federal Community Labor Board. The Federal Community Labor Board of Chicago, of which Dr. Atwood of the General Advisory Board is a member, had to determine the labor requirements of essential industries in the Chicago district. From the reports to this board, the employment service has been kept advised of the needs of establishments working on war orders.

The Advisory Board has felt that some study should be made of the problem of placing handicapped employees, particularly returned

soldiers and sailors. For the employment service to deal with this problem intelligently an investigation of the extent to which handicapped persons can be fitted in profitable employment was necessary. This investigation is now under way.

The most important change that has been taken for the improvement of the State employment service is the completion of a cooperative agreement between the Illinois Free Employment Offices and the United States Employment Service. Steps were taken by the General Advisory Board in January, 1916, to effect a cooperative arrangement with officials of the United States Department of Labor by which duplication of employment agencies would be eliminated and greater efficiency developed in the conduct of the work. A memorandum was signed by Secretary Wilson of the United States Department of Labor and the General Advisory Board and the Secretary of the Bureau of Labor Statistics of the State of Illinois, which provided for establishing and maintaining cooperating labor exchanges in the State.

While this memorandum had been mutually agreed upon and signed by the respective parties to the agreement, the necessary steps for actual operation of the agencies under the agreement had not been taken. The attention of the General Advisory Board was given to this problem once and after several meetings with the officials of the United States Employment service, the following agreement for the administration of the cooperative system was formulated and adopted:

*"An Agreement between the United States Employment Service and the Department of Labor of the State of Illinois for the Operation of Cooperative Public Employment Exchanges in the State of Illinois"*

In adopting the following plan for a cooperative employment service in the State of Illinois, both governmental parties to this arrangement are agreed first, that our fighting forces on land and sea must be supported by an efficient industrial army adequate to care for their needs by the production of equipment and supplies and that all loyal citizens are eager to contribute their aid and support toward the creation of such an industrial army; and, second, that at all times, there is need for an effective public employment service in order to afford the employer and employee an adequate means of satisfying their respective wants and, furthermore, that this service can be most efficiently rendered by centralizing employment activities under one joint and cooperative management, thus avoiding useless duplication of labor and producing maximum results from the moneys expended by the respective governments.

Therefore, it is hereby mutually agreed between the District Superintendent for the Chicago District No. 7, and the Director of Employment for the State of Illinois, in behalf of the United States Employment Service, and the Director of Labor, and General Advisory Board of Free Employment Offices in behalf of the Department of Labor of the State of Illinois, that, subject to the statutes and regulations governing employment activities of the two governmental bodies entering this



reement, the following plan of operating cooperative public employment exchanges in the State of Illinois be established.

1. The system of cooperative exchanges shall be supervised and administered by a Board of Managers. This Board shall consist of the District Superintendent of the Chicago District No. 7, and the Director of Employment for Illinois of the United States Employment Service, and the Director of the Labor Department, the Superintendent of Free Employment Offices and the Chairman of the General Advisory Board of Free Employment Offices of the Illinois Department of Labor.

2. The Board of Managers shall establish cooperative public employment exchanges under such terms and conditions as are consistent with this agreement, and with the laws and regulations governing each party hereto. Subject to the above limitations, the Board shall supervise and determine the policy of operating the entire system of cooperative employment exchanges in the State of Illinois. It may extend and expand the service to include outlying and rural districts in the State; it may provide for securing information concerning opportunities and conditions of employment, and make such other provisions as are necessary for the promotion of employment service within the State. The Board of Managers may make provision within any cooperative employment office for such divisions of the work as the conditions from time to time warrant.

3. In the Chicago Office, the Board of Managers shall assign the operation of the cooperative employment service in the city to the Examiner in Charge of the United States Employment Service and the General Superintendent of Illinois Free Employment Offices. All employees of the United States Employment Service shall be under the supervision and direction of the Examiner in Charge. All employees of the Illinois Free Employment Offices shall be under the supervision and direction of the General Superintendent of Illinois Free Employment Offices. The Examiner in Charge and the General Superintendent shall conduct the office in accordance with the policies adopted by the Board of Managers. Any differences of opinion in respect to the internal management of the office or as to the general policy of operation shall be referred to the Board of Managers for adjustment.

4. Amendments or additions to this agreement may be made at any meeting of the Board of Managers.

5. In case of dissatisfaction with the operation of the cooperative system herein established, this agreement may be terminated in the following manner: Should the United States Employment Service desire to withdraw from the agreement, the proper authorities of that Service shall give the Director of Labor of the State of Illinois, 90 days notice to that effect. Should the Illinois Department of Labor wish to withdraw, the Director of the Department upon the recommendation of the General Advisory Board of Free Employment Offices of the State shall give 90 days notice to that effect to the proper authorities of the United States Employment Service. In either case, such adjustment concerning the unexpired term of the lease of the cooperative offices

within the State shall be made as will protect the employment service of the Illinois Free Employment Offices. It is understood that, applied to the Chicago Office, The State Department of Labor shall be the option of assuming the unexpired lease of this office."

(Signed).

Under this agreement the State and Federal Employment services are now cooperating. The Board of Managers consist of Mark L. Crawford and Dr. P. L. Prentis for the Federal Service and Barney Cobb and W. C. Lewman for the State Employment service with F. S. Deitz as chairman.

As a result of this agreement the large central employment office occupying three floors, and housing the administrative offices of both Federal and State services, the Women's Section and the Section for Skilled Men, has been opened in the heart of the business district of Chicago. Other offices have opened in Chicago and in other cities and towns within the State. The necessities of the war have made possible greatly to expand and improve the work of the employment offices throughout the country. Illinois has benefited by this expansion and the employment offices in the State will be in a position to profit from the experiences under this cooperative system after the war.

# CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES

JOHN J. MCKENNA, *Chief Inspector*

Following is the first annual report of the business of the Division of Private Employment Agencies, 608 S. Dearborn Street, Room 332, for the period beginning July 1, 1917, and ending June 30, 1918.

There were licensed to transact business as private employment agencies, during the period this report covers, a total of 309 individuals or firms, 285 of which are in the city of Chicago, the other 24 being located as follows:

Peoria, 1; Bloomington, 1; Galesburg, 1; Evanston, 9; Elgin, 3; Lake Forest, 1; Winnetka, 1; Highland Park, 3; Wilmette, 1; Reddick, 1; Cairo, 1; Danville, 1.

The 309 agencies have paid into this division, as license fees for the year July 1, 1917, to June 30, 1918, the sum of \$14,875, all of which has been forwarded to the office of the Director of Labor, as the law requires.

In conducting the business of this division, besides myself as Chief Inspector, there are eight deputy inspectors or investigators and one stenographer, who also acts as bookkeeper for the division. One of the deputies acts in the capacity of complaint clerk, each one of the deputies taking a turn in this capacity; the other seven are assigned to outside work as inspectors or investigators. One of the persons assigned is a woman.

Each of the inspectors report daily between 8 and 9 o'clock in the morning and again between 1 and 2 o'clock in the afternoon. Each inspector makes a daily report of the number of agencies visited each day and all the business pertaining to the same.

## DEPUTIES' INSPECTIONS AND INVESTIGATIONS

The following is a report of investigations and inspections made by the deputies during the year covered by this report:

Daily reports .....	11,550	Special investigations of detective agencies, lyceum and chautauqua bureaus and newspaper advertisements .....	600
Bimonthly reports .....	1,854		
Special investigations of labor conditions .....	304		
		Total number of inspections and investigations .....	14,308

## CLASSIFICATION OF AGENCIES

The 309 agencies are classified as follows:

Theatrical agencies .....	70	Clerical agencies .....	25
Domestic agencies .....	79	General employment agencies .....	31
Barbers' agencies .....	3	Teachers' agencies .....	16
Automobile agencies .....	2	Engineering and technical agencies .....	2
Hotel employment agencies .....	5	Nurses' agencies .....	16
Labor agencies .....	58		

The division inspectors report that, upon investigation of the books of the several agencies, they find 593,482 persons secured positions during the year July 1, 1917, to June 30, 1918:

Theatrical agencies .....	167,457	Teachers' agencies .....	3
Domestic agencies .....	37,639	Engineering and technical agencies .....	1,77
Barbers' agencies .....	4,854	Nurses' agencies .....	7,33
Automobile agencies .....	4,966		
Hotel employment agencies .....	10,322		
Labor agencies .....	274,887	Total number of positions secured .....	593,482
Clerical agencies .....	34,043		
General employment agencies .....	46,057		

### COMPLAINTS

A record is also kept showing the number of complaints filed at this office during the year, against the agencies and how they are adjusted. Complaints were made as follows:

Theatrical agencies .....	8	Clerical agencies .....	4
Domestic agencies .....	91	General employment agencies .....	38
Barbers' agencies .....	3	Miscellaneous .....	1
Automobile agencies .....	2		
Hotel employment agencies .....	12	Total .....	97
Labor agencies .....	420		
692 complainants received full refunds amounting to .....			\$2,309 36
111 complainants received 3-5 refunds amounting to .....			260 11
5 complainants received 3-4 refunds amounting to .....			40 11
9 complainants received 1-2 refunds amounting to .....			105 52
2 complainants received 1-4 refunds amounting to .....			4 60
4 complainants received 10% refunds amounting to .....			35 00
93 complainants received other positions without further charge .....			
30 complainants received refunds of railroad fare amounting to .....			223 58
18 complainants had no claims .....			
13 complainants miscellaneous nature .....			

977

Total number of complaints received, 977.

Total number of complaints adjusted, 977.

\$2,977 36

Everything is settled. No cases pending on June 30, 1918.

The fact that there are complaints against the agencies does not always mean an intentional wrong, simply a difference of opinion between the agent and the complainant. During the year all complaints between agencies and complainants have been adjusted at this office and it has not been found necessary to resort to the courts to settle a single case.

A system of investigating newspaper ads pertaining to private employment agencies has been adopted. The Department of Labor has instructed this division to purchase the prominent daily papers each day. Each deputy is assigned to a certain paper to investigate and inspect the ads each morning. This is the first work to be done, the examination of the advertisement assigned to them pertaining to labor concerning the business of this division. Where violations pertaining to the law of private employment agencies are concerned, the persons so violating are notified to appear to show cause. Everywhere violations are found, it is made the policy of the division that such violations are adjusted before any new investigations are made. Hence there are no accumulations of violations. With this method we have discovered at least 15 persons doing business, each of whom has been required to take out a license. Without the system in force, such unauthorized agents would have been able to work without discovery.

It has been made a point in carrying on the business of this division conduct its affairs as though it were the Chief Inspector's business.

#### SPECIFIC METHOD OF HANDLING COMPLAINTS

This office maintains a uniform method of handling complaints, which might be termed the "human interest method." A complaint, for instance, is made by an aggrieved patron of a licensed agency, affecting considerable business. Misunderstanding has arisen between a patron and the agency over the amount of the fee or about the service rendered.

The first step invariably is to listen carefully to the complaint and secure all necessary details with which to make an adjustment. Having heard the complainant out, he is asked if he is willing to meet a representative of the agency, in case it is necessary. Usually the complainant is willing, particularly if he feels he has just cause for complaint. If not, it is a pretty sure indication that the matter complained is slight or not well grounded.

Once in possession of the facts as alleged by the complainant, the agency complained of is notified either to send a representative to the division office or to meet otherwise with the complainant and the adjusting inspector (usually the Chief Inspector.)

At the arranged meeting the agency is commonly advised, that the sum under consideration is so small that the agency can not afford to have a dissatisfied customer advertising their business adversely. The complainant is advised that in the conduct of even the best businesses mistakes will happen and unconscious errors be committed. In this manner, the basis is laid for an amicable settlement. The complainant feels that his complaint is being given due attention by the division, while the adjuster for the complaint often is able to satisfy both parties and secure an amicable settlement without ever alluding to a court of law.

Those seeking positions through the licensed agencies have learned that their complaints will receive prompt attention and justice, and the licensed employment agencies have learned that the division is not asking anything more than strict compliance with the law.

The present law is sufficient to safeguard the interests of both the employment agency and the applicant. The best and strongest part of the law is that The Department of Labor can refuse or revoke a license. This power of revocation of the law is what brings about prompt action.

#### FINANCIAL ADMINISTRATION

Regarding financial expenditures for this division, the report shows that various economies have been instituted. Reductions have been made in telephone charges, postage, transportation and office expense.

## DIVISION OF FACTORY INSPECTION

ROBERT S. JONES, *Chief Inspector*

The twenty-fifth annual report of the Chief State Factory Inspector (the first under the Civil Administrative Code), for the report year ended June 30, 1918, aims to present a concise statement of the activities of this division in the enforcement of the ten State statutes under its jurisdiction. These laws are: (1) The child labor law, (2) garment law, (3) blower law, (4) structural law, (5) health, safety and comfort law, (6) occupational disease law, (7) women's ten hour law, (8) warehouse law, (9) butterine and ice cream law, and (10) the basement law.

The functions of the Division of Factory Inspection are those of law enforcement. The old idea of factory inspection administration was, in the main, that of penalizing the employer who transgressed the law. The law was, for a time, supposed to be corrective—a penalty to be enforced after the law had been violated.

In the last report of this division (then a department), made by the then Chief Factory Inspector (now Director of Labor), the following suggestive paragraph occurred:

"The new division of Factory Inspection will use every effort to supply all necessary information and keep both employers and workers thoroughly posted as to all requirements of old and new laws. The aim of the division will be to work constructively, rather than aggressively, with all concerned, and to aid in the upbuilding of both the industries of the State of Illinois and the workers in those industries, that the function of constructive administration may be carried out with care and justice."

When the Civil Administrative Code became operative July 1, 1917, and the present Chief Inspector took charge, the foregoing proposed change in administrative method was used as a guide. Conviction under the law, it was felt, would mean that the employer had been in ignorance of the law; at least there would be some thought in his mind as to whether he might be able to "get by" with a minor violation. Looking at the whole matter of factory administration from the constructive point of view; educating the employer to the fact it is *always* to his advantage to comply with the law; that law observance pays better than law violation—these points of view helped to clear the entire system of many faults and to gain and hold the warmest friendship of many employers who have hitherto looked askance at much labor legislation.

Inspectors visiting daily many mercantile establishments, workshops, engineering works, factories and offices, gain a great deal of technical knowledge concerning working conditions. It has been the aim of this division to make the inspector helpful to both employer and employed—to act as a helper rather than an investigator whose aim is prosecution. Not every employer welcomes constructive criticism—particularly after he has expended considerable money for a device, machine or plan which fails to comply with the law.

The remedy for such condition is easily obtained—*before the change made*. This division gladly acts as disinterested counsel and will detail a competent inspector at any time where changes are considered, that such changes may be made so as to comply thoroughly with the law.

#### SUMMARY OF INSPECTIONS JULY 1, 1917, TO JUNE 30, 1918

The statistical tables and summaries covering all figures, where not quoted in full, are tabulated and on file in the office of the Chief Inspector, being arranged so as to give, in detail, the work accomplished under the various laws.

The following table shows the total number of establishments visited and the total number of inspections made in the entire State for the report year. In certain cases it has been necessary to visit the same establishments a number of times for supplementary inspections, re-inspections and checkups, to enforce compliance with the provisions of the various laws:

Law enforced.			Number of establishments visited.	Number of inspections.
Under the provisions of the—				
Child labor law, Cook County.....	40,930	50,043		
Child labor law, outside Cook County.....	21,907	21,926		
Child labor law, entire State.....			62,837	77,969
Women's ten hour law, Cook County.....	16,371	21,499		
Women's ten hour law, outside Cook County.....	9,616	9,622		
Women's ten hour law, entire State.....			25,987	31,121
Garment law, entire State.....			2,211	2,787
Structural law, entire State.....			565	688
Blower law, (including basement blower law) entire State.....			413	613
Wash house law, entire State.....			646	646
Health, safety and comfort law, Cook County.....	3,838	3,838		
Health, safety and comfort law, outside Cook County.....	2,571	2,571		
Health, safety and comfort law, entire State.....			6,409	6,409
Total for the entire State.....			194,301	223,732

#### WOMEN'S TEN HOUR LAW

The above law prohibits the employment of women for more than ten hours in any one day of twenty-four hours. Employers as a class are willing to comply with the efforts of this department in its enforcement.

It will be noticed in the appended table, that 16,371 establishments were visited 21,499 times in Chicago and Cook County. In cities and towns outside of Cook County in the State of Illinois, the number of establishments visited totaled 9,616, making the grand total of establishments visited, 25,987, calling for 31,121 inspections.

#### CHILD LABOR IN THE GARMENT TRADE

The aim of this department has been to discourage the employment of children in this industry. An occasional attempt to maintain the industry on the basis of decade-old customs is found, but on the whole this law is well observed.

A total number of 2,211 establishments were inspected, calling for 2,787 inspections. It was found that the number of girls under 16 years was 1,476, while only 436 boys were found employed. Violations to the number of 171 were reported.

#### CHILD LABOR

With the enactment of the child labor law, considerable difficulty was found at first in getting the exact meaning to those interested. The issuance of employment certificates particularly, called for considerable educational work. To facilitate the work, a set of rules and comments on the law was prepared and widely distributed. Each school superintendent in the State was mailed a copy and others were sent to inquirers upon request.

Reference to section and page in the instructions makes it possible to refer to the printed pamphlet, "Child Labor Law of Illinois," a 20 page booklet issued by this division.

The instructions read, in part:

Certificates must be signed by the minor. Signature of minor or parent will do. See page 10 of pamphlet.

Proof of age accepted must be shown in certificate. Shown or margin proof of age failed, unless you have forms with blank space provided for same. See pages 7, 8, and 9. Proof of age must be in the order named; a subsequent proof is not sufficient unless you have file evidence that the preceding proof is not obtainable.

Not more than eight hours per day; section 9, page 13.

Not before 7:00 a. m. nor after 7:00 p. m.

Not more than six days per week; section 10, page 14.

Prohibited employment; section 10, page 14.

No child under 14 may be employed at any time at any work for wages except as hereinafter noted. Section 1, page 1, so completely covers the prohibited occupations and so specifically prohibits the employment of children under 14 that few occupations are left; even though the latter proviso in section 1 were applied there would be very few occupations notably agricultural and domestic that would be left in which they could be employed legally. "When school is not in session, means the summer vacation period and not morning, evening, Saturday and holidays; these are only considered recess periods.



Employment certificates may be issued only by superintendents of public schools, (district, city or township), or "a person authorized by him in writing." Or "where there is no superintendent by A person appointed by the School Board or other school authority." Section 4, page 4.

Physical examination shall be made free of charge by a physician provided by school authorities or the Municipal Health Department. If the Municipal Health Department does not or will not furnish a physician it is then mandatory on school authorities to appoint and pay such physician. The law does not permit the examination by *ANY* physician, but requires *A* duly authorized physician. Section 4, page 4. Section 5, page 7.

Certificates issued under the old law prior to July 1, 1917, are valid under the State law, provided the minor *WAS WORKING* thereunder when the new law became effective, (July 1, 1917), but if the minor had such certificate and was not employed on that date, such certificate is not valid. Section 14.

Employment certificates may be issued *ONLY* to minors between 14 and 16 years of age, who have records from private, parochial or public schools, showing that they have attended school at least 130 days either between their thirteenth and fourteenth birthdays, or in the year preceding the application for their first employment certificate, and who have completed a course equal to the fifth grade, and who can read and write simple sentences in English, providing that such minors have complied with all the other requirements as to proof of age, etc. Section 5, page 5.

Employer's statement must be specific as to nature of employment, showing exactly the nature of work to be performed and the hours of its performance so that examining physician can readily determine whether or not minor is physically fit to perform the duties set forth therein. Section 5 (d), page 5.

Certificates must be mailed to employers and never delivered to the minor. Section 6, page 9.

When a minor changes employment a new certificate must be issued and a new physical examination shall be made. Section 7, page 12.

Duplicates of employment certificates must be mailed promptly to this office.

While reference to tables maintained in the office show the different industries classified into seven groups, the foregoing summary gives the number of establishments visited in the enforcement of the child labor law in Chicago and Cook County, as 40,930. In considering the figures, it should be borne in mind that in some cases establishments were visited several times. The total number of children coming under the provisions of the law were 11,447 males and 4,756 females. The percentage of children to the total number of workers in establishments is shown as being 1.8 per cent.

Outside of Chicago and Cook County in the State of Illinois, 21,907 establishments were inspected; the number of inspections being

21,926. The total number of children employed was 3,182; 2,266 males and 916 females. The percentage of children to the total number of workers is therefore nearly 1 per cent.

In the entire State 62,837 establishments were visited, requiring 71,969 inspections.

#### CERTIFICATES ISSUED

In towns outside of Chicago and Cook County, certificates were issued as follows:

For employment in manufacturing, 3,135 males, 1,495 females; total 4,630. Mercantile certificates, 1,043 males, 298 females; total 1,341. For public utilities, 453 males, 41 females; total 494. Miscellaneous, 456 males, 195 females; total 651. This makes a grand total of 7,116 certificates issued outside of Chicago and Cook County.

Record is kept of the nativity of applicants for certificates, and the record in detail shows as follows:

America, 21,022; Austria, 572; Africa, 7; Armenia, 3; Australia, 1; Belgium, 53; Bohemia, 145; Brazil, 9; Bulgaria, 1; Canada, 24; Denmark, 18; England, 161; France, 21; Finland, 6; Germany, 204; Greece, 6; Hungary, 166; Holland, 49; Italy, 331; Ireland, 17; Lithuania, 7; Luxemburg, 2; Norway, 55; Nova Scotia, 1; Poland, 317; Palestine, 1; Russia, 642; Roumania, 34; Sweden, 84; Scotland, 62; Sicily, 5; Switzerland, 8; Syria, 2; Turkey, 3; Wales, 6. Total for State of Illinois 24,046.

The number of certificates issued in the city of Chicago totaled 16,901. In towns and cities outside of Chicago 7,116 certificates were issued, or 24,046 for the entire State.

#### HEALTH, SAFETY AND COMFORT LAW

This is a law enforced by the division which embodies the idea of "comfort" as well as "protection" in industry.

Two reasons make the enforcement of this law call for skilled work in inspection. First, a preconceived idea on the part of the industrial manager as to what is the proper definition of "comfort"; second, the cost of necessary changes.

A campaign of education has been maintained by this division to educate both employers and employed as to what constitutes working comfort. To obviate the high cost of changing conditions to comply with the law, the department has advised the employer to secure approved plans before making essential changes in his plant, that the law may be complied with at a minimum of cost. These methods are working out most satisfactorily.

TABLE I—RESULTS OF INSPECTIONS ACCORDING TO THE HEALTH, SAFETY AND COMFORT ACT FROM JULY 1, 1917, TO JUNE 30, 1918.

Location.	Number of inspections.	Out of business.	New orders issued.	Previous orders complied with.	Previous orders checked up.	Male employees.	Female employees.	Orders complied with.	Buildings.	Sanitation.	Power.	Dangerous machinery.	Dangerous machinery parts.	Total number of orders issued.
Chicago and Cook County.....	3,838	261	1,743	980	854	93,784	33,247	17,338	1,053	1,462	2,356	457	8,696	14,024
State of Illinois outside of Cook County.....	2,571	126	1,105	849	491	69,088	10,352	10,659	779	468	1,044	241	3,996	6,528
Total.....	6,409	387	2,848	1,829	1,345	162,872	43,599	27,997	1,832	1,930	3,400	698	12,692	20,552

Analysis of all orders under the health, safety and comfort act for the report year of this report shows that building inspections to the number of 1,832 were made throughout the State; sanitation orders, 1,930; power orders 3,400; dangerous machinery, 698; dangerous machinery parts, 12,692, total 20,552 orders issued.

## SAFETY MUSEUM

Past reports have listed devices for the safeguarding of workers on various lines of industry, cover guards for dangerous machinery, devices for structural work, wash room equipment, metal polishing devices and safety appliances.

Besides actual devices a large number of photographic views taken by the inspecting photographer are on file and are used in educational work.

The safety museum is open every day, except Sundays and legal holidays, from 8.30 a. m. until 5 p. m.; Saturdays from 9 a. m. until 1 p. m.

## WASH HOUSE LAW

The number of inspections made under the provisions of the wash house law totaled 646, of which 154 were new orders; reinspections were made to the number of 492, and in 286 instances the requirements of the department were fully complied with; subjoined table gives the results of the work of the department under this law.

Location.	New inspections.	Re-inspections.	Total inspections.	Employees.	Complied.	Orders pending compliance.
Chicago and Cook County.....	108	.....	.....	10,276	.....	.....
State of Illinois outside of Cook County.....	46	.....	.....	6,393	.....	.....
Chicago and Cook County.....	.....	258	.....	.....	154	104
State of Illinois outside of Cook County.....	.....	234	.....	.....	132	102
Total.....	154	492	646	16,669	286	206

## STRUCTURAL SAFETY LAW

Owing to the comparative inactivity of building operations, the division has been able to keep close track of the work of builders coming within the scope of this act.

A total of 533 jobs were inspected in Chicago and Cook County by the deputy inspectors specializing on this class of work. This called for 654 inspections, 117 official orders being issued. Accidents to the number of 19 were reported, of which 6 resulted in the loss of life.

Outside of Chicago and Cook County 32 jobs were inspected 10 times, and two nonfatal accidents were reported.

## VENTILATION

Two inspectors at present are detailed to enforce this section of the health, safety and comfort law. Previous reports have outlined duties of these inspectors and also have given extended comments on the various mechanical devices used to insure proper ventilation.

The year's tabulations show that 54 first inspections were made and 72 orders issued; in 32 cases it was found necessary to issue orders for 1,500 cubic feet of fresh air per person. In all, 199 establishments were visited and 236 workrooms inspected. These inspections safeguarded the conditions surrounding 3,428 employees.

The subject of ventilation is one which is of great importance at the present time because of increase in workers in many industries. A high degree of engineering skill is required to set the requirements for ventilation and insure freedom from contagious and epidemic diseases which are sure to follow overheating of workrooms and inadequate ventilating facilities. When overcrowding is added, only a continuous plan of inspecting can insure disease prevention.

RESULTS OF INSPECTIONS ACCORDING TO THE PROVISIONS OF  
THE BLOWER LAW

Under the blower law, 369 establishments were inspected, entailing 554 visits; 3,578 wheels were inspected and 21 were found to be unprotected. It was necessary to issue 77 official orders. This does not include many verbal orders given by the deputy inspectors for the correction of minor violations.

Fifty-nine inspections were made outside of Chicago and Cook County, 547 wheels being inspected. Eight were found to be unprotected. Twenty-two official orders were issued.

In the entire State of Illinois, 613 inspections were made to improve working conditions of 4,024 employees.

## BUTTERINE AND ICE CREAM LAW

In order to avoid duplication of inspection, it has been found practicable to rely upon the good offices of the Department of Agriculture in helping to enforce the above law. The Division of Food

eries enforces a comprehensive law covering the *product*. The be enforced by the Division of Factory Inspection provides for drainage, plumbing and ventilation of rooms or buildings and unliness in manufacture. The law enforced by the Department culture provides for *wholesomeness and cleanliness of the prod-* as a clean and wholesome product can only be manufactured cleanly surroundings, and as the Department of Agriculture ts searching investigations and inspections to determine the less of the finished product, duplicate inspections have been during the period covered by this report by having product ions cover the field.

#### WORKING CONDITIONS IN THE OCCUPATIONAL DISEASE ACT

question constantly asked by the public, as well as by those ally and professionally interested, is: "To what extent, if any, war affected the occupational disease hazard in this State?"

nsiderable apprehension has been felt concerning conditions in ndustries whose peculiar character bring them within the scope occupational disease act. Such concern is felt because of the ng reasons:

irst, the general demand for speeding up in the various branches smelting industries, thereby lengthening the hours of labor. periods of exposure, particularly in the dusty lead trades. For le, the dry sanding of paint incident to the finishing of the r of passenger cars is almost a necessity in the prevention of lity.

econd, the loss of shop discipline, due to a constantly changing nel of foreman and employees. Undoubtedly this factor will itself manifest. The senior division physician recently had on to inspect a large accumulator plant, which in the pre-war was remarkably free from lead poisoning, the inspection being for by two cases of plumbism reported in a thirty day period. mentary inspection of the pasting room revealed the cause of the oisoning; a new and inexperienced foreman, floor with five days' ulation of red lead and several uncovered containers. Excuse: ility to secure sufficient labor to keep the room clean." Following two cases of plumbism yet further, it developed that both men een rejected by their draft boards for being underweight. It is at that should the war be prolonged this feature will be a factor possible increased morbidity in the extra hazardous trades.

#### EMPLOYMENT OF WOMEN AND CHILDREN

The employment of children in the hazardous trades is prohibited atute but unfortunately, the same cannot be said of women. Since assage of the national bill abolishing the use of white phosphorous e match industry, Illinois has had a relatively small number of

women employed in the industries within the scope of the occupational disease act. While the division has been questioned relative to the employment of women in several industries coming under the act, notably dry color and paint, it has been able to discourage such efforts almost without exception. Women in general are greatly more susceptible to industrial poison than men, and this is particularly true of lead. Our single plant in the State, where women are employed in the handling of lead in a dry form, has been productive of some of the most severe cases of plumbism we have seen.

In the brass trades, with the exception of a few plants, where girls are employed as core-makers, the question of female labor has not arisen to any extent, but the time is evidently not far distant when the adaptability of women for brass finishing (polishing and buffing) will be seriously in question. The employment of women in the brass foundries should be prohibited by law.

#### COMPARISON OF CONDITIONS

While the period is too short for logical deductions, the figures are here presented, showing the morbidity from industrial poisoning of every character for the war and pre-war period. During the twelve months from July 1, 1916, to July 1, 1917, there were reported to this department 185 occupational poisonings from the various industries to which this law applies, covering approximately 11,000 employees. As against this our figures for the first war year, i. e. July 1, 1917, to July 1, 1918, show a total of 105 cases. Although these figures are by no means discouraging, it is felt that not enough time has elapsed under the altered conditions upon which to base conclusions. However, it would seem inevitable that any changes making for longer hours and less intelligent personal supervision of the workers in these trades would result in a greatly increased morbidity of those concerned. As to the results were women to be largely employed in these trades, it is only to turn to the reports of the British Factory Inspectors, which show such morbidity among women in certain industries, notably munitions and aeroplane finishing, as to make their employment prohibitive.

#### NEW DISEASE HAZARDS

A hitherto almost unknown occupational poisoning in this State entailed by the war, and one which will demand most careful supervision and study, is the distillation of coal tar and manufacture of anilin dyes upon a commercial scale. While the one large dry-color factory in the State engaged in this work may be said scarcely to have passed the experimental stage, enough anilin poisoning has been encountered to warrant the belief that this work will demand the most adequate supervision and hygienic measures.

Considerable attention has been devoted during the year to carbon monoxide poisoning, among the plants where large numbers of tractors

d engines operated by gasoline and kerosene are tested. This hazard has been practically eliminated where adequate ventilating measures have been installed.

#### SUMMARY OF ALL OCCUPATIONAL DISEASE INSPECTIONS

The results of the medical investigations made by the two divisional physicians, together with reports made by firms filing data under the occupational disease law, have been compiled and tabulated according to months. Occupational diseases are, for the purpose of record, classified under Class A, "Lead Poisoning," and Class B, "Other Poisonings."

Under Class A, 151 firms were inspected or reported, there being a total of 86 sick and 77,908 well covered by these reports.

Under Class B, 94 firms were inspected or reported, there being a total of 19 sick and 36,693 well employees covered by these inspections and reports.

Total number of firms inspected or reporting is 245; the total number of sick and well being, respectively 105 and 114,601.

It will be noted that lead is the most insidious poison used in the industries. It is used more frequently than any other industrial poison in manufacture and is absorbed by the system over a considerable period of time before the worker affected is incapacitated.

It also renders the one affected incapable of work for long periods of time and frequently makes it impossible for the worker to return to industry of any kind, the basis having been laid for serious constitutional disease.

#### RESULTS OF PROSECUTIONS

It has been the policy of the division to use educational and constructive measures in informing employers as to their status under the law rather than relying upon prosecutions as a means for securing observance. Despite this, there will continue to be more or less flagrant violations which call for skilled prosecution as a corrective measure. This plan will, it is felt, eventually reduce the number of prosecutions necessary. Education and not prosecution has been the motto of the division. It is thought that prosecutions may be reduced to a minimum by these methods—thorough education of both employer and employed and their combined cooperation with the division.

For the fiscal year ending June 30, 1918, records show that 196 cases were prosecuted in the city of Chicago for various violations of the laws enforced by the division. Violations of the child labor law constituted the majority of cases; conviction being secured in 129 cases; with fines totaling \$695.00 and costs totaling \$596.25.

Prosecutions under the women's ten-hour law are next in number. The division brought suits in 60 instances, which resulted in fines totaling \$457.50 and \$293.25 costs.

Outside of Chicago 199 prosecutions of violators of the child labor law resulted in fines amounting to \$1,106 and costs assessed at \$685.35.

Under the women's ten-hour law, 66 cases were prosecuted, the fines being \$519.00 and costs \$312.85.

In the city of Chicago, besides 196 cases successfully prosecuted covering the various laws, 47 cases were discharged for various reasons. Most discharges resulting from inability to secure evidence considered positive or, in other cases, the interpretation of the particular law was such as to result in the dismissal of the case.



## DIVISION OF INDUSTRIAL COMMISSION OF ILLINOIS

CHARLES S. ANDRUS, *Chairman*

PETER J. ANGSTEN

ROBERT EADIE

JAMES A. CULP

OMER N. CUSTER

Compensation acts in this country date back only to 1911. It is that before this time compensation acts had been passed in some states, but these were either declared unconstitutional or were found to be unworkable in the form in which they were enacted. The first workable constitutional act was passed in 1911. Since that time compensation acts have been enacted, and are now in force, in thirty-seven of the forty-eight states of the union. The administrative scheme of the compensation acts in these thirty-seven states varies. Twenty-five states have industrial boards or commissions; four states have a single commissioner; one state has five commissioners, each having charge of a certain district, and in ten states the law is administered by the courts, but in two of these states a dispute must first be submitted to a state officer before the courts have jurisdiction.

In the method of securing payment of compensation, different plans exist in different states. Five states have a monopolistic state managed insurance fund. Employers make contributions to this state fund and compensation payments are paid therefrom. In the state of Ohio, which has this plan, all employers subject to the terms and provisions of the compensation act, are required to contribute to this fund, except those employers that are financially able to carry their own risks may be exempted from this contribution. Nine states have a state fund in competition with private managed insurance companies. An employer in these states may contribute to the state fund, or take out insurance in a privately managed insurance company, and employers who are able to carry their own risks may still do so. New York, Pennsylvania and California are examples of this plan. In states that do not have the state fund, the statute generally makes some provision giving the Industrial Commission more or less authority to compel the employer, either to furnish satisfactory evidence of his ability to pay compensation, or insure his liability in some insurance company.

The first compensation act in Illinois was passed in 1911. This act was administered by the courts. In 1913 an Industrial Board of seven members was created and charged with the administration of the

act. In 1917 the membership was increased from three to five, and name changed to the Industrial Commission. Prior to 1917 the compensation act was elective. Election was presumed if the employment was hazardous unless there was an affirmative rejection. In non-hazardous employments an affirmative election was necessary, but these different methods of indicating acceptance or rejection did not change the essential quality of the act. In hazardous occupations the rejection of the act removed from the employer in a common law personal injury suit the defenses of assumption of risk, fellow servant and contributory negligence. In 1917, the act was made compulsory as to hazardous occupations.

The compensation principle has been satisfactory to both employer and employee. Neither would wish to return to the old system with long delays, large expense and great uncertainty. Probably no one thing was more provocative of ill feeling between employer and employee than the old personal injury suit. The clear proof of the general satisfaction of the compensation principle is that the last laws enacted in this State were "agreed" measures, agreed on and drafted by representative employers and employees.

One of the most unsatisfactory conditions in compensation administration is the status of the railroad employee. The Federal Employers Liability Act, and not the State Compensation Act controls when an injured employee is engaged in interstate commerce at the time of injury. This excludes most of the railroad employees from the provisions of the compensation act.

The Federal Employers Liability Act is not a compensation measure. It is a common law action with certain defenses removed. In 1908, when it was passed by Congress, it was considered, and was, a great step in protecting the rights of injured employees. To the light of our experience with compensation laws, it is an inadequate measure for the result intended. Recovery is based on negligence and nearly all the old evils of personal injury litigation still exist in its administration.

The theory of compensation laws is that all industries shall be liable for their injured employees and the dependents of those who are killed, and that the expense of so doing shall be a charge on the industry, the same as the expense of providing for broken and worn-out machinery. The experience of thirty-seven states has demonstrated that this theory is a correct one, and is satisfactory to both employer and employee. It is unfortunate that the large majority of railroad employees are not included in a law embodying this theory.

Several remedies have been proposed to bring about this desired result, a Federal Compensation Act applying to railroad employees engaged in interstate commerce, an act of Congress saving to railroad employees a right of recovery under the state compensation act.

or remedies, differing in detail, but all having the same object—the application of the compensation principle to such employees.

It is probable that Congress would pass such an act were it not for disagreement among railroad employees themselves as to the wisdom of such a measure. Some of the railroad organizations have gone on record in favor of such a law, and some have taken an opposite course. It is unfortunate that such a disagreement exists. The large verdicts obtained in some cases under the Federal Employers Liability Law has doubtless contributed to opposition to the change to the compensation principle. It is, of course, true that in some cases more will be recovered under the liability law, but usually then only after several years of litigation, delay and great expense. The fact that hundreds of men injured who receive no compensation whatever seems to be lost sight of by those who oppose a change for such reasons.

A great evil under the present system exists in that it frequently arises that the question, as to whether the employee injured is engaged in interstate commerce, is a difficult question to decide. The injured employee does not know whether he should sue under the Federal Act or make a claim for compensation. Frequently in this perplexity he does so, with the attendant delay and expense.

It is to be hoped that railroad employees will shortly agree, as have other organizations of employees, that the compensation principle is the correct one, and when there is such an agreement, in all probability, a law will be passed by Congress extending this principle to railroad employees engaged in interstate commerce.

Another unsatisfactory condition in compensation administration has happily been remedied by legislation. On May 21, 1917, the United States Supreme Court handed down an opinion in the case of *Southern Railway Company v. Jensen*. Jensen was killed while engaged in unloading a steamship in New York. The New York Industrial Commission granted his widow and two children compensation. The court decided in this case that the compensation law of New York was not applicable, as the maritime law governed.

This decision invalidated many awards granting compensation under the act, and rendered it impossible in future cases to grant compensation in such cases. Congress remedied this situation by passing on October, 1917, a bill amending the United States Judicial Code, by bringing in such cases to claimants the rights and remedies under the workmen's Compensation Laws of any state. This law corrected the defect and was most satisfactory to those interested in the administration of compensation laws.

There seems to be no reason why a compensation act should not apply to non-hazardous as well as hazardous occupations. It is true that more accidents happen in hazardous occupations and it is also true that in many cases the employee received a larger wage because the

occupation is hazardous. It is small consolation to the employee injured in a non-hazardous occupation that the number of accidents happening is not so great in the line in which he is employed, as in other occupations. The needs of compensation are just as great. There are doctor bills to pay, and usually a family to provide for, and there is no reason why the compensation act should not cover such cases. The fact that fewer accidents do occur in such occupations, renders the burden a lighter one for the employer, and he, no less than the employee engaged in a hazardous occupation, should count this as an expense of administration.

In many cases it is difficult to determine whether an employer governed by the compensation act. This produces a state of uncertainty in the administration of the law and works a hardship upon the employer, as he does not know whether he is bound by the provisions of the compensation act or not. Many of the states have a provision in their compensation act that every employer who employs more than a certain number of men shall be under the act. It is thus easy for an employer to determine whether he is bound by the act or not and it is much easier for the Industrial Commission to administer an act containing such a provision.

Some of the states grant compensation for occupational diseases. There seems to be no logical reason why a man disabled by an occupational disease should not be compensated the same as a man disabled by an accident. The experience of other states has shown that occupational diseases bear a very small proportion to industrial accidents. Some problems in administration occur which do not occur in accident cases but the experience of other states has proven that such obstacles are not insurmountable. All the arguments in favor of compensation for accidental injuries apply to occupational diseases, and the fact that they are much fewer in number is an argument for, rather than against, the inclusion within the compensation act.

The expenses connected with the allowance of compensation in death cases are much greater than they should be. The law provides that the compensation in case of death shall be paid at the option of the employer, either to the personal representative of the deceased employee or to his beneficiaries; also that the payment of compensation by the employer to the personal representative of the deceased employee shall relieve him of all obligations as to the distribution of such compensation so paid. No authority is given in the act to the Industrial Commission—unless it can be inferred—to determine who the beneficiaries are, or to whom the compensation shall be paid. The employer, in order to protect himself, insists upon administration, and no fault can be found with him for so doing. We thus have the expenses of administration which seem entirely unnecessary, as the compensation is paid the beneficiaries in small weekly installments. We think the law should be amended so that there might be no question of the power of the commis-

tion to designate the beneficiaries and if there are more than one, to designate the respective amounts that should be paid each beneficiary. The employer can then with full protection pay the beneficiaries direct and save this expense. In 1917 the number of industrial accidents resulting in death, reported to the commission, was 492. It can thus be readily seen the large amount of money that could be saved these usually needy beneficiaries, if the expense of administration could be thus saved.

The number of disputes arising in the administration of the compensation act has, since the formation of the Industrial Board, steadily increased. In 1914 there were 1,502 cases of this kind; in 1915, 1,515; in 1916, 2,247; in 1917, 3,288; and if the same ratio of increase occurs during the balance of the year that has occurred thus far, there will be 3,166 such cases during the year 1918.

In 1914 seventeen per cent of these cases, that are first tried by an arbitrator, were reviewed by the board. During the year 1915, 1916 and 1917 there was each year the same percentage of cases in which petitions for review were filed—twenty-two per cent. With the same ratio for 1918 there will be 1,136 petitions for review filed, making the total hearings by the arbitrators and the commission for the year, 6,302. In considering the work done by the commission, to this number must be added the hearings on lump sums and settlements. In 1917 there were 2,485 such cases, and in 1918, with the same ratio of increase that has occurred thus far, there will be 3,182 cases of this kind, making a total number of hearings annually of 9,494. This does not take into account the large number of cases that are handled informally, of which no record is kept.

When the Industrial Board was organized, five years ago, the compensation act was new and not well understood by either employer or employee. For that reason the members of the board considered it desirable to write an opinion in each case, their idea being to discontinue the writing of formal opinions as soon as the meaning of the act became better known. The present Industrial Commission were of the opinion that the writing of formal opinions in every case was no longer necessary. The increased volume of business rendered the task an onerous one, and the necessity for so doing seemed to no longer exist.

The number of petitions for review filed in the year 1917 was 712. As before stated the probable number in 1918 will be 1,136. The nature of compensation cases demands that they be speedily disposed of. By the saving of time gained in not writing opinions, together with other measures adopted, this result has been accomplished, and the average time now taken by the Commission in disposing of a case on review is only slightly in excess of sixty days from the time the petition for review is filed. We expect to still further reduce this time during the coming year.

The number of review cases heard by the commission since July 1, 1917, is 1,135. On July 1, 1917, there were pending about 450 petitions for review. There are now about 125 cases pending on review, twenty of which we are unable to try at present for the reason that the beneficiaries are alien enemies or because of some other reason existing which renders it impossible to try the case at the present time. We have thus only about one hundred cases pending on review which can be tried at the present time. As about eighty petitions for review are filed each month, it can be seen that the work is up to date as near as it is possible to make it so.

Another step taken by the present commission was the establishment of a medical section\* with Dr. P. B. Magnuson as the Medical Supervisor. The need of such a step as this had been long apparent. Medical questions arise in the majority of the cases tried. In fact, the extent of the disability is usually the disputed question. So frequently in death cases, the question arises as to whether the injury sustained was the cause of death. Experience has proven that in order to decide these questions intelligently the advice and help of a competent and interested physician is necessary. Determining the disputed question, the extent of the disability by expert testimony is in most cases satisfactory. In such cases the unbiased opinion of the medical director is of great value.

Doctor, now Major P. B. Magnuson, has been for some time in Washington assisting the Surgeon General in war work, and his place has been taken by Dr. W. E. Shackleton. Dr. Shackleton spends each afternoon in the office of the commission and Dr. S. S. Graves spends each forenoon. We thus have a doctor present at all times to examine injured claimants, to give advice on medical questions, and to give assistance in numerous other ways.

Not only in disputed cases is a medical department of assistance but also in the case of lump sums and settlements, which are usually agreed matters. The employer or insurance company agree to settle a case with an employee for a certain sum and the employee is willing to accept this. The employee in such cases usually has neither a doctor nor a lawyer. The law provides that these settlements can not be made without the approval of the commission. In many of these cases the question of the extent of the applicant's disability must be determined in considering whether the settlement should be approved. The advice of the medical section in such cases is of great assistance.

Not only in the decision of disputed questions concerning the extent of disability is a medical section useful, but also in obtaining

\*Prior to the enactment of the Civil Administrative Code, subdivisions of activities were commonly called "departments." When the Code applied the term "department" specifically to each of the nine great groups of activities, the use of the term in the old sense, to designate a minor subdivision, caused considerable confusion. To obviate any misunderstandings caused by faulty terminology, the term "section" was formally adopted by the board of directors to designate a subdivision of a division, the order of classification being shown in the following instance: "Department of Labor, Division of Factory Inspection, Medical Section."

ter medical service for injured employees. Nothing is so costly as cheap medical service. Employers and insurance companies are realizing this, and most of them are furnishing the best service that can be obtained. The assistance and the advice of the Medical Supervisor is of great value in bringing this about.

One of the greatest problems confronting the administration of workmen's Compensation Acts is the reconstruction of injured workmen. A workman injured in such a manner that he can not perform the work to which he has been accustomed, frequently considers himself a hopeless cripple, and that his usefulness is forever gone. Wonderful results have been accomplished in Canada and European countries in the retraining of injured soldiers. Many men who have lost an arm are thus unable to do the work they previously did, are trained for other work, by which they make more money than they did before they lost their arm, and are trained in some work in which they are made a hundred per cent men. This reconstruction work should be connected with the medical work and made a part thereof. The injured man should be studied in regard to his mentality, education, experience, natural aptitude, and his trend of mind and the condition of the labor market. Together with his physical rehabilitation he should receive the training along the lines it is proposed to fit him for. This training assists much in the man's recovery, as his mind is occupied with the future and not entirely with the present.

The United States Government, aided by the experience of Canada and European countries in the retraining of injured soldiers, has outlined an elaborate system for doing this work, and the experience thus gained, and the facilities thus provided should be used for the assistance of injured workmen, as the problem is the same. Society has not made its duty by the injured workman by merely paying him his compensation and leaving him to fight out the battle alone, for which in the ordinary case he has not had the proper training.

We are confidently expecting in this State that the facilities provided for injured soldiers will be open to injured workmen, and that when the need of them for injured soldiers has gone by, that all these facilities will be used for the retraining and reconstruction of injured workmen. Our medical department has done much and is still doing much to bring this result about.

One of the objects of the Compensation Act was to abolish the full-time claim agent, who, taking advantage of the need of the injured employee, induced him to accept a sum in settlement far less than that which he was entitled to receive. The Compensation Act provides that no release or settlement shall be valid unless approved by this commission. While the investigation of these settlements entails a vast volume of work, the results have been, in most cases, satisfactory. It is to be regretted that a few employers and insurance companies are still endeavoring to pursue the old tactics of delay, and endeavoring to defeat

just claims for compensation. These efforts, even if they are not successful, deprive the employee of the compensation at a time when he needs it most, and entail expense in collecting this compensation.

When the employer or insurance company refuses to pay compensation, it is usually necessary for the employee to engage a lawyer, and frequently secure the assistance of physicians as expert witnesses. In many of these cases the amount of compensation is small and the expense connected therewith is out of all proportion to the amount that can be recovered. In some cases compensation is refused when there is absolutely no reason for it, and many of the defenses raised are so trivial that it can be seen that the only object of contesting such cases is delay. We trust that the number of such employers and insurance companies will speedily diminish.

During the year there were reported to the commission 36,433 accidents, 492 of which were fatal. This includes only accidents covering more than a week's disability, in other words, compensable accidents, no compensation being paid for the first week.

These accidents have been tabulated according to the recommendations of the Committee on Statistics and Compensation Insurance Costs of the International Association of Industrial Accident Boards and Commissions, insofar as these recommendations were applicable to the industries of this State.

On account of the conflicting jurisdiction of State and Federal law, very few of the accidents occurring to employees of the various interstate railroads were reported to the Commission, so that the total does not represent the entire number of accidents in the State.

These accident reports are not only of value for statistical purposes but also serve as a check on compensation payments. When compensation payments are made a duplicate receipt is sent to the Commission and a check is kept of compensation payments in this manner.

Not considering the amount paid out in lump sums and settlements, treated in another part of this report, during the year 1917 there was paid in compensation, \$2,975,470 and in medical and funeral bills \$393,524, a total of \$3,368,994.

#### LUMP SUMS AND SETTLEMENTS

Under the provisions of the act, compensation is payable in installments of a certain percentage of the average weekly wage, except that it may be paid in lump sum upon the order of the commission. There is a decided tendency on the part of injured employees to endeavor to procure the compensation in a lump sum, due to some extent to doubt that the employer will continue the payments in installments and to a larger extent to the fact that attorneys who represent injured men in contested proceedings are reluctant to accept payment for services rendered in very small installments.



We have undertaken an investigation to determine whether compensation paid in a lump sum was, as a matter of fact, used to the best interest of the recipients thereof. In many cases we find the condition of life greatly improved because of the fact that the injured man, or widow of a deceased employee, was able to so use the funds coming to their hands as to enable them to invest it profitably, either in business or securities. On the other hand, inasmuch as most of the cases wherein a lump sum settlement is made, involve but a small amount, not exceeding \$200.00, no particular advantage was found to have accrued by such payment. But it is probably true that the money would not have been better conserved had it been paid in installments.

The commission is particularly careful in approving lump sum settlements and makes a very thorough investigation of the facts in every case. Where the money is wanted for the purpose of investing in business, a man familiar with such enterprises is sent to the site of the proposed investment—usually a little store for retail merchandise of one sort or another—and a complete check of the business and its possibilities made, and an inventory of the stock taken. Then an investigation is made as to the standing of the petitioner and whether or not sufficient business ability is possessed, before approval is given. In other cases where the intention of the petitioner is to purchase a home, an inspection of the premises is made, its value appraised, whether it is in a district which is improving or otherwise is ascertained, and all these facts are reported to the commission, which acts in accordance therewith. Sometimes the compensation is wanted in lump sum for the purpose of returning to the "old country." In these cases steps are taken to advance only so much as is necessary of the fund to pay the passage over, and foreign exchange, which can be cashed at the destination, is given for the balance.

Only recently an injured man estranged from his wife and family and not supporting them, was compelled by reason of the interest of the county probation officer, to receipt for compensation in a lump sum and to pay it over to his wife. The most frequent reason urged for settlement in lump sum is to discharge indebtedness incurred during the period of disability. In these cases all of the creditors are interviewed, the petitioner's standing in the community is ascertained, and if the bills are legitimate and if it would be a hardship upon the creditors to wait longer, approval is given. Sometimes payment of the bills in the presence of our examiner is exacted.

The following figures show the amount of compensation allowed in settlement contracts and lump sums since the formation of this commission:

13	.....	\$ 90,222 24	1915	.....	\$ 700,690 05	1917	.....	\$1,536,742 34
14	.....	534,273 39	1916	.....	1,208,890 09	1918	.....	1,829,197 78

It will be noticed that in the 1918, nearly \$2,000,000 has been awarded or approved by the Industrial Commission for lump sums or

settlement contracts. There are a great many reasons why this seemingly enormous sum has had the approval of this commission. In the first place our experience has shown that the cost of probating demands has been tremendous. A bond is required from year to year for the services of attorneys are needed until final account is made in the Probate Court, and these, added to the court costs and other taxes, add to the burden of the injured parties' dependents. For this reason, relief is often asked in the shape of a lump sum settlement. The question of attorney fees many times is the primary reason for other lump sum petitions being filed before this commission. Attorneys who have been in their time trying cases before an arbitrator, and again on review, are entitled to fair treatment by this commission, and oftentimes a part of a lump sum settlement has been granted to cover incidental expenses of dependents and in particular to pay the attorney fee, which would be impossible where the payments are made weekly over an eight-year period.

During the last year this commission has been petitioned in a great many cases by the employer directly, and in a vast number of other cases employers have joined in the petition asking for the amounts due to be paid in a lump sum. This activity on the part of the employer can easily be explained by the fact that the Government is exacting heavy excess profits tax from the employer, and by the further fact that evidently it is the wish of the employer to meet all these claims at a time when business is flourishing, rather than to take a chance of a possible depression after the war. There has been still a further necessity for lump sum settlements because of conditions imposed upon employers by the war. A great many of our young men have joined the army either by enlisting or through the draft, and have petitioned this commission with the consent of the employer that a settlement be made before their entrance into the army.

#### ARBITRATION SECTION

The past year was one of the important milestones in the history of workmen's compensation legislation in this State. It marked the adoption of the compulsory feature of the Workmen's Compensation Act. The constitutionality of the first Illinois act was passed upon by the Supreme Court which held that inasmuch as any employer or employee had the right to elect whether or not they would be bound by its provisions, it did not abridge the right to contract.

The fact that after the lapse of such a short time the Legislature amended the act so as to make it apply automatically and without the right of election to all employers and their employees engaged in the so-called "hazardous employments," speaks volumes for the firm belief that such legislation has taken upon those interested. It is remarkable, too, that no employer so affected has questioned by court action, the constitutionality of this compulsory provision.

The effect of this provision was to bring within the provisions of the act, a very great number of employers engaged in hazardous businesses who had elected not to provide and pay compensation. These industries were principally coal mines and common carriers with a fair representative of manufacturing establishments. We believe these industries' experience under the act, has had the effect of eliminating any disapprehension or fear they may have entertained, otherwise it is reasonable to suppose some one of them would have attacked the constitutionality of the amendment.

Necessarily there has been a considerable increase in the number of accidental injuries for which compensation was payable. There has also been an increase in the number of disputed claims for the payment of compensation, and attention is called to the fact that the greater number of these cases now arise at points in the State other than Chicago. In 1917, 45 per cent of the disputed claims grew out of accidents occurring outside of Chicago—in 1918, 60 per cent of the claims had their origin and were tried at such points. This is partially explained by the fact that the building and allied trades are practically idle on account of the war situation and this seriously affects the number of men employed in Chicago.

Applications for arbitration growing out of accidents occurring in Chicago are now heard and an award entered in slightly more than thirty days on an average. In cases arising at points in the State, outside of Chicago, this time is a little greater, but every case filed is set in less than six weeks, unless the parties agree that it be not set. Under our practice, arbitration agents down State travel on itineraries, and a man is in every county where hearings are to be held, at least once a month. In some of the larger centers of population the arbitration agent might have from one to three weeks settings on a single trip. More cases originate in East St. Louis and the cities in that immediate vicinity than in any other point outside of Chicago.

The proceedings before the arbitrator are as simple as it is possible to make them. An injured employee whose right to compensation is denied by the employer is furnished with the necessary blanks for arbitration proceedings, and in the event it is his intention to prosecute his own claim without the assistance of an attorney, he is instructed as to filling out the same and filing it. Such claims must be filed in duplicate and one copy is sent to the respondent, so that he may be informed as to the nature of the alleged dispute and the claim made. Subsequently it is set for hearing and a notice thereof sent to each side not less than ten days before the date of same.

Chicago cases are always set in the board rooms—down State cases are set in the court house in the county seats, city hall in other cities, and the town hall or other public building in the smaller communities.

The use of such hearing rooms is always procured without expense to the commission.

When the parties answer ready, the arbitrator by a process of asking certain questions, determines exactly what facts are in dispute and the parties thereafter confine their proof to such disputed questions. The usual procedure is for the arbitrator to ask whether the relation of employer and employee exist—whether it is agreed that the employer and employee are subject to the provisions of the Workmen's Compensation Act—whether it is agreed that an accidental injury occurred, arising out of and in the course of the employment—whether notice thereof was given the employer within thirty days, and whether demand for compensation was made within six months—and what the wages of the employee were. Most frequently the dispute is as to the nature and extent of the disability. The commission provides a reporter at every hearing at its own expense. The witnesses are sworn and testify. After all the evidence is in, the arbitrator informs the parties that he will enter an award and will file it with the commission. When this has been done, a copy thereof is immediately sent the parties by registered mail. The majority of disputes turn upon questions of fact, but frequently questions of law are involved.

Either party to a proceeding who is dissatisfied with the award of the arbitrator, may within fifteen days of his receipt of the copy of the arbitrator's award, or such further time not to exceed thirty days, as the commission may grant, file a petition for review of the decision of the arbitrator and must file a stenographic report of the proceedings before the arbitration within twenty days of his receipt of the copy of the award or such further time not exceeding thirty days as the commission may grant. The matter is thereupon referred to the commission and is set for hearing upon review in much the same manner as the original proceedings. The proceedings are *de novo*, and additional evidence may be presented.

There are absolutely no charges or costs connected with proceedings before an arbitrator or before the commission, except a charge of five cents per hundred words for the original and three cents per hundred words for copies of stenographic reports of proceedings before the arbitrator, or commission on review.

A great many cases arise in which the dispute or misunderstandings are informally called to the attention of the commission. Where it appears the misunderstandings may be the result of ignorance of the law on the part of either party, an investigation is made to ascertain the facts and the parties are informed of the results thereof, and where there is no possibility of any doubt as to the rights and liability of employee or employer, the application of the law to the facts is explained and usually amicable adjustments result. No formal record is kept of these cases and it is therefore impossible to give any figure in reference

reto, but the fact is they require the almost constant attention of an investigating force in the city of Chicago, and at other points the investigations are made by the arbitration agents as they travel from place to place.

#### SECURITY SECTION

No Compensation Act is stronger than the section of the law governing security. Therefore, the duty devolves upon the body charged with the administration of such law to make the security section as strong as possibly can be made. The first method of securing the payment of compensation is as follows:

"File with the board a sworn statement showing his financial ability to pay the compensation provided for in this act, normally required to be paid."

Under our present paragraph, all that can be required is an affidavit showing the financial responsibility of the employer at the time of the injury. With compensation payments stretching over a period of eight years and more, it will be readily admitted that no employer can questionably state what his financial ability will be six or eight years hence; consequently, the very theory of all compensation laws may be defeated and the injured employee, or his dependents, become a charge upon the community unless some safeguard is enacted into the law. We believe that an employer who is not financially able to secure permission to carry his own risk should be compelled to insure. Under the present law, the only penalty placed upon these employers is the option allowed the employee to proceed at common law for damages with the defenses removed or under the Compensation Act. This option must be exercised by the employee within thirty days, and not one employee has taken the somewhat questionable advantage offered by the option within the last five years' operation of this act. Furthermore, in serious accidents the employee is usually under the doctor's care and in such a precarious physical condition during the first thirty days that the option time passes without his knowledge. We therefore believe that such employers should be compelled to insure, with a stringent penalty inflicted for failure to do so.

Up to this time 496 employers have obtained permission to carry their own risk, while 44,255 have insured their liability with some licensed insurance company, and 2,008 have refused to comply with the order of the commission to provide security for the payment of compensation.

The second sub-paragraph of Section 26 reads as follows:

"Furnish security, indemnity or a bond guaranteeing the payment by the employer of the compensation provided for in this Act normally required to be paid."

This paragraph has been invoked by only one employer in the past five years of the operation of this Act, and with the amendment sug-

gested above, could be repealed, as the bond mentioned has been for nearly as costly as compensation insurance, with the employer paying his own losses.

The third sub-paragraph of Section 26 reads as follows :

"Insure to a reasonable amount his normal liability to pay compensation in some corporation, association or organization authorized, licensed or permitted to do such business in this State."

Insuring the payment of compensation in some insurance company is the most popular method and is resorted to by ninety-eight per cent of the employers under our Act.

The jurisdiction of this commission over insurance companies writing workmen's compensation insurance is somewhat limited. We have, however, endeavored to make the policies issued by the companies as clear and as free from technicalities as possible and have suggested a number of changes, which the companies have seen fit to adopt. We believe that the State should be given the same power over the fixing of rates that is possessed by many other states. Rates should be based upon the past experience of cost of compensable accidents for each industry. The cutting of rates by competition should not be permitted as this is an evidence that either the rate was too high in the first place before the cut was made, or that the company cutting the rate is doing so at the cost of adequacy, which subsequently means the loss of financial stability. Compensation rates in Illinois vary from ten to forty per cent in the same industry. This is not caused altogether by competition but by discrimination, and there is no good reason why employers in the same line of business should pay different rates, unless the difference is caused entirely by the merit rating system. Credits should not be allowed under this system unless approved by the State Commission or someone other than the paid employees of the companies. The maximum amount of credits should be determined for each classification of industry, and the closest cooperation should exist in this respect between the National Workmen's Compensation Service Bureau and the State, with the State the final arbiter in dispute ratings. This is a field where Illinois is far behind her sister states and steps should be taken to remedy this condition immediately.

The vast period of readjustment which will ensue after the law cannot but have its effect upon compensation payments, because these payments stretch over a period of eight years and more in many cases. In order that the injured employee, or his widow, should have these payments made as secure as human foresight can make them, we believe that this commission should be given the authority to order the commuted value of any compensation payments lasting more than one year's time to be paid into a State or National bank and distributed by such bank in weekly payments. This would avoid the possibility of the employee losing his compensation, for it is possible that many of the most hazardous of enterprises, now prolific of accidents, will experience

a little difficulty in breasting the readjustment period. The employer could have no objection to this amendment, for it is in effect giving up to the present a liability which exists, and proper credit given the employer by the commutation allowed. This would also avert the necessity of approving lump sum settlements because of the probable insolvency of the employer, a question which has bothered this commission not a little heretofore in passing upon such cases.

#### LEGAL SECTION

The courts have held that the Industrial Commission is not a court, an administrative body exercising quasi judicial functions. This is as we think it should be, as an industrial commission ought not to be a court.

However, in the decision of compensation cases legal questions arise, of necessity, arise. The principal legal question arising is whether an accident arose "out of and in the course of the employment." The second question also frequently arises as to whether an employer is bound by the provisions of the Compensation Act. This has been discussed in another part of the report. Inasmuch as the compensation act does not apply to railroad employees engaged in interstate commerce at the time of the injury, the question arises in many cases as to whether the employee was so engaged.

Another question arising is whether the person claiming compensation is an employee or an independent contractor. Where an employee is loaned by one employer to another, it is sometimes a difficult question to decide who is the employer. The question of dependency, while perhaps primarily a question of fact, sometimes becomes a legal question.

Another question that has become of great importance during the past year, is the right of alien enemies to maintain proceedings for compensation. As this question has only recently arisen, the principle underlying such cases was not well known, but must be ascertained in order to deal with this matter, as this question frequently arises in compensation cases.

The Attorney General has assigned us a legal adviser, Harry A. Newby, of Chicago. He has an assistant who spends all his time at his office, and Mr. Newby exercises supervisory control over this work. The assistance of this department has been invoked very frequently for opinions and advice on legal propositions by members of the commission and its employees, and the public generally. A large number of formal opinions have been rendered us, as well as a larger number of informal ones. A very able and exhaustive opinion was given on the status of alien enemies as litigants. This work has been of much benefit to us in construing the Act.

Over one hundred decisions of the Supreme Court have been rendered construing the Compensation Act, and several thousand de-

cisions have been given by the Industrial Commission. No complete digest of these decisions exist and it is difficult for a litigant to determine what has been the ruling of the commission on a given question. The legal department has been at work for some months on the preparation of a digest, which will give not only the decisions of the Supreme and Appellate Courts, but also every decision rendered by this Commission. It is our present plan to have this published, and by supplements to keep it up to date. This will be on file and accessible to anyone desiring to secure information as to any phase of the Compensation Act concerning which there has been a decision.

This work will be of great value to all those interested in compensation cases. The preparation of such a work is a laborious one. It is well known to anyone who has ever undertaken such work, but I feel that the value of such a work kept up to date will amply compensate for the time and labor expended.

#### MEDICAL SECTION

Since the establishment of the medical department eight and one-half months ago, a total of 676 cases have been examined and reported upon.

During our work since September 15 of last year a number of cases have come under our observation which belong to different specialties of medical practice, such as nervous and mental diseases, diseases of the eye and ear, X-ray examinations, laboratory diagnosis and internal medicine, and such cases have either been referred direct to specialists or we have had consultations with them, in order that the work of our department may be of the highest possible standard.

In a number of cases which had already been heard, we have been called upon to review and interpret the medical testimony, and have made several courtesy examinations for Industrial Boards of other states.

It has been the studious endeavor of this department to encourage a feeling of mutual confidence between employers and employees, and to promote friendly relations between them wherever it seemed necessary, but it is gratifying to note that these instances have been decided in the minority, in comparison with the total number of cases which we have handled.

Our experience for the past few months has brought very forcibly to our minds what has been a matter of common knowledge in well-informed scientific circles, but what has probably been little noticed and less understood by the general public, and that is the totally inadequate facilities, either public or private, for properly taking care of a certain class of industrial accident cases of common occurrence, for the lack of which a surprisingly large proportion of our workmen are totally incapacitated from returning to their former occupations, and a great many of them from returning to any form of self-sustaining



bor. This class is known as reconstruction cases and embraces both physical and mental disabilities.

It is now well and generally known that hundreds of just such cases of daily occurrence abroad, due to the war, but while it is not as well known, it is no less a fact that their counterpart are now and have been occurring as regularly, and in almost equal numbers, among the working classes of the United States.

It is contemplated by the Federal Government to establish hospitals in this country to take care of men permanently unfitted for military service. They will be brought here as soon as possible after being wounded, and placed in these reconstruction hospitals in the districts from which they came originally.

If our industrial accident cases could be handled in the same way, it would be a wonderful advance over the present system of caring for them.

It is now planned by the Government to have a large hospital in the Chicago district, the capacity of which will probably be not less than 2,000 beds, and other similar hospitals at different points throughout the United States for the care of wounded soldiers. These hospitals will be equipped with everything to make it possible for the surgeons and medical men to do the highest quality of work. All forms of hydrotherapeutic apparatus, electrical apparatus, massage rooms and muscle training rooms, gymnasiums and curative work shops will be incorporated. The general plan is that men will be turned over to the surgeons, who will take charge of the strictly surgical part of their treatment and after they begin to recover sufficiently, massage and electrical treatments will be established in all cases where it is advisable. From this treatment they gradually work into the muscle training division, and these two branches of treatment overlap.

Taking a typical case as an example: A man who has had the nerve which controls the pulling of his feet shot away, so that he has "foot drop," which it is not possible to handle in any way except by tendon transplantation. The tendon transplantation will be performed and the man's foot and leg put up in a cast, to hold the tendon in place while healing. When healing is completed, the case will be removed and the man have prescribed for him massage treatment. When the tissues around the ankle joint become softened by this treatment, and the muscles are somewhat strengthened, he will be assigned to treatment in the muscle training division, at the same time continuing his massage. In this way, after a tendon which formerly pulled the foot down, has been transplanted and attached to the tendon which raised the foot, instead of the man being told to raise his toes, he will be instructed in pulling his foot in, which, of course, under the new conditions, will raise the foot, since the pulling of that individual muscle has been changed. He will gradually accustom his mind to the fact that

when he uses his muscle, his toes will come up and he regains control of the foot in this way.

From the muscle training division, after he has learned how to use this muscle, he will pass into the gymnasium, where the muscle will be strengthened by exercise fifteen or twenty minutes each day, but the rest of the time he will have nothing to do, unless we find something that he can improve himself at, and at this stage he passes into the curative work shop.

The curative work shops ordinarily consist of machine shops, wood-working shops, leather-working shops, or the like, which are especially fitted with small appliances attached to the regular machinery used in every shop of this kind; the only change made is in its control, to give special parts of the body special exercise. In this man's case, he might be put on a machine which, under ordinary working conditions, would have a pedal which pushed down, but inasmuch as we want to strengthen certain muscles, we would have an attachment on this machine where the pedal would be pulled up by raising the toe. We accomplish, in this way, an interest for the man in learning a trade at which he will afterwards be able to make a living, and unconsciously he is training the muscles which we are trying to develop, so that by the time he is ready for discharge, he has not only a cure established, but has learned something useful in the way of making a living in civil life.

These things are not theories, but are being put into practice. There are several hospitals in the east now in the course of construction with this equipment already ordered to be installed. It would seem a great pity to sacrifice this equipment and special training at the close of the war. It will no doubt be of public interest to know that the casualties in this war amount to 25 per cent, and the normal casualties in the steel industry alone amount to 17.2 per cent for the number of men employed, making only a difference of 7.8 per cent between the casualties in the normal steel industry and in war. In Illinois alone we have between 50,000 and 60,000 accidents a year. Between 5,000 and 6,000 of these are reviewed by the Illinois Industrial Commission every year, and the number is constantly increasing proportionately to the increase in population, and it must be borne in mind that these casualties which come before the Commission, are only those which are in dispute.

Illinois is the third industrial state in the Union. We are in the habit of paying a man his compensation and then forgetting about him. In these times he cannot live long on the money he gets for a permanent total disability, or the loss of a leg or arm, and he is not necessarily totally disabled for all work just because he happens to be totally disabled for the employment that he has been accustomed to. The man, however, is not usually of the type to overcome this difficulty without some guidance, and, consequently becomes a charge on the public and charity and a burden to himself and his family. The employer having paid money which the law demands, forgets him, and

does the insurance company, and the community is short one self-supporting individual.

Since the Government is starting this work and getting the organization completed, and will have the equipment installed to do the work, it would seem a pity to discard it at the end of the war when it could be used to such tremendous advantage, and the plan which Doctor Magnuson, our Medical Supervisor, has in mind is that the State of Illinois construct a hospital of sufficient size to care for all future needs, which should probably be not less than 2,000 beds. This hospital would be in connection with the University of Illinois, which would have on its staff the most competent medical and surgical men in the State, but the hospital would be open for the reconstruction of all patients in the State who wished to go there for treatment, and these patients would receive the most skilled treatment in place of the unskilled variety which they now receive. In this way, the disability would be reduced to the lowest possible minimum. The men could then be put through the same course of treatment which the Federal Government is now contemplating, would receive the compensation which is provided by law, and during their convalescence could start their reeducation in lines in which they would become 100 per cent efficient, with their disability.

We must care for both injured soldiers and injured workers following the war; there is no question but what it behooves us to conserve this labor as much as possible and make those injured, capable of earning a part or full livelihood. The whole institution could be under the direction of the University of Illinois and the men could be under the control of the Industrial Commission.

There is a large opportunity, also, for the University to establish a course in massage, electro-therapy and hydrotherapy, as well as social service in connection with this work, and put those branches on a substantial and reputable basis. Medical men need the assistance of this class of medical aids. This line of work is very essential to the proper treatment, especially of injuries, and should be put on a reputable basis. The reason why more medical men do not use masseurs at present, is because it is impossible to get enough good ones to do the work.

This is an opportunity for Illinois to do something that is worth while.

It is confidently hoped that this State will realize the importance of the problem and devise some plan by which injured workmen may have the advantage of these reconstruction aids.

#### SECTION OF MEDIATION AND CONCILIATION

On July 1, 1917, the State Board of Arbitration was abolished and the duties of that board conferred upon this commission. Inasmuch as the duties connected with the enforcement of the arbitration act differ radically from the duties involved in the administration of the Work-

men's Compensation Act, the Commission felt that it should secure the best advice obtainable in regard to the proper settlement of labor disputes, as well as study the experience of other states.

Accordingly, several conferences were held with men of experience in the settlement of labor disputes. Investigation was made of companies having already established a system for the settlement of such disputes, and the reports of other states were examined in order to best determine the plans that should be adopted in this section.

The result of this investigation convinced the commission that the best results could not be obtained by arbitration, but could much better be obtained by mediation and conciliation. We accordingly denominated this department the "Department of Mediation and Conciliation," now called, "Section of Mediation and Conciliation." The commission came to the conclusion that the forced settlement of labor disputes while perhaps necessary in some cases, was not the proper solution of these troubles. The time involved in the settlement of labor disputes in this way would be enormous, even if the results were satisfactory.

On the other hand, the mediation of labor disputes furnished a friendly and sometimes speedy settlement of such difficulties and after they were so settled, usually both parties to the controversy were satisfied, as it was their own agreement to which they had given their consent.

The result of one year's experience has strongly confirmed our judgment as to the wisdom of this course. In no case has arbitration been resorted to. In nearly every case an amicable adjustment of the difficulty has been obtained, and in practically every case thus settled, both sides of the controversy were satisfied with the settlement. We were of the opinion that the best results could be obtained by the appointment of two mediators and conciliators, one representing the employers and one of the employees. We were satisfied from our investigations that better results could be accomplished by two men than could be accomplished by one man, whose experience and training would almost of necessity cause him to lean either to the side of the employer or employee, or if he did not do so, of having one party to the controversy think that he did.

In accordance with this idea, Ernest Withall, representing the employers, and Robert Osborne, representing the employees, were selected for this work. These men have worked together in harmony and have succeeded in settling a large number of labor disputes. With the exception of two controversies, the Commissioners have not been compelled to give their time to any great extent to this work. If any credit is due for the way this work has been accomplished, it is due to the two mediators themselves and we cheerfully give them this credit.

The Arbitration Act provides that "It shall be the duty of the mayor of every city, and the president of each incorporated town or village, whenever a strike or a lockout involving more than twenty-five

employees shall be threatened or has actually occurred within or near such city, incorporated town or village, to immediately communicate the fact to the Board of Arbitration."

Fifteen hundred letters were sent to the mayors and presidents of village boards, calling their attention to this provision of the statute and asking them to notify the Commission of any threatened labor trouble or disturbance. The cooperation of these officials to whom these letters were sent has been most gratifying. It has been no uncommon experience during the last year to receive a telegram from a mayor, have our mediators on the job, and have the whole controversy settled before it is generally known that any such controversy exists. The ill feeling aroused by strikes is happily absent in such cases, and the possibility of assisting the parties to the controversy in arriving at an amicable conclusion, is much greater where this work can be undertaken at the first suspicion of trouble. We have ample assurance that in general the settlements made have been satisfactory to both parties concerned. In several instances we have received unsolicited letters from both sides thanking us for our efforts in bringing about a settlement.

The Commission and Mediators sat with the United States Mediation Board in the consideration of the Stock Yards controversy—a controversy covering all the plants of the packers located not only in Chicago, but in different parts of the United States. This controversy was happily terminated by the agreement of both sides to submit the matter to Judge Samuel Altschuler, who heard the testimony and entered a decision.

In a large number of cases conferences between employers and employees were brought about, where there had never been conferences before. In many of these cases we have been told that the employers proposed to settle their controversies in this manner in the future. It frequently develops in such a conference that there is no basis whatever for a complaint, and when the full facts are presented, the parties making such complaint agree that this is so. We believe that such conferences go far towards settling labor disputes. In fact, in many cases less difficulty has been obtained in arriving at an agreement after such a conference is held, than in obtaining the consent of the parties to such a conference.

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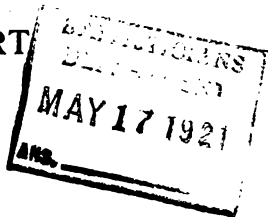




SECOND ANNUAL REPORT

OF

# The Department of Labor



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July 1, 1918

TO

June 30, 1919



BARNEY COHEN, Director

BURT C. BEAN, Assistant Director

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[Reprinted from the Second Administrative Report, Printed by authority of the  
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STATE OF ILLINOIS  
**THE DEPARTMENT OF LABOR**

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BARNEY COHEN, *Director*

BURT C. BEAN, *Assistant Director*

W. C. LEWMAN, *State Superintendent of Free Employment Offices*

DIVISIONS

CHICAGO FREE EMPLOYMENT OFFICE

CHARLES J. BOYD, *General Superintendent*

EAST ST. LOUIS FREE EMPLOYMENT OFFICE

STEWART CAMPBELL, *Superintendent*

PEORIA FREE EMPLOYMENT OFFICE

THOMAS METTS, *Superintendent*

ROCKFORD FREE EMPLOYMENT OFFICE

PETER T. ANDERSON, *Superintendent*

ROCK ISLAND FREE EMPLOYMENT OFFICE

FRED W. RINCK, *Superintendent*

SPRINGFIELD FREE EMPLOYMENT OFFICE

A. D. BURBANK, *Superintendent*

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FACTORY INSPECTION

ROBERT S. JONES, *Chief Inspector*

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OMER N. CUSTER

*Mediators and Conciliators:* ERNEST WITHALL, ROBERT OSBORNE

**SCOPE OF THE DEPARTMENT OF LABOR, TOGETHER WITH  
OF THE VARIOUS DIVISIONS—JULY 1, 1918, TO JUNE 30, 1919**

The general function of the Department of Labor is "to improve the conditions of the laboring classes." (See section 43, The Civil Administrative Code of Illinois.) The supervisory duties of the department are to see that the work of the various divisions is legally, creditably and efficiently done. This general supervision extends over all divisions with the exception of the Industrial Commission in which the department has no supervisory functions. A Director and Assistant Director constitute the executive officers of the executive office. Local offices are located at the State Capitol, Springfield, Illinois.

Division, (former name if different) supervising officer and location.	Functions.	Laws and directly affected.
Division of Labor Statistics, (formerly Bureau of Labor Statistics) Secretary, Room 113, The Capitol, Springfield, Illinois.	Arrangement of such statistics as are reported by the The Department of Labor.	Rehabilitation Act, 1907.
Division of State Superintendent of Free Employment Offices, (new under the Civil Administrative Code) Room 113, The Capitol, Springfield, Illinois.	General superintendence of the various free employment offices.	Free Employment Act.
Division of Chicago Free Employment Offices, General Superintendent, 116 N. Dearborn St., Chicago, Illinois.	Local supervision of the Chicago offices and superintendence of the main office.	Free Employment Act (1918).
Division of East St. Louis Free Employment Office, Superintendent, Cor. Main and Division.	Maintaining free employment office in East St. Louis.	Free Employment Act (1918).
Division of Peoria Free Employment Office, Superintendent, 512 S. Adams St., Peoria, Illinois.	Maintaining free employment office in Peoria.	Free Employment Act (1918).
Division of Rockford Free Employment Office, Superintendent, 118 N. Wyman St., Rockford, Illinois.	Maintaining free employment office in Rockford.	Free Employment Act (1918).
Division of Rock Island-Moline Free Employment Office, Superintendent, 1915 Fourth Av., Rock Island, Illinois.	Maintaining free employment office in Rock Island.	Free Employment Act (1918).
Division of Springfield Free Employment Office, Superintendent, 208-10 N. 4th St., Springfield, Illinois.	Maintaining free employment office in Springfield.	Free Employment Act (1918).
Division of General Advisory Board for the Illinois Free Employment Offices, five members, one of whom is Secretary; one of whom is Chairman. 116 N. Dearborn St., Chicago, Illinois.	Maintaining contact between the free employment offices and immediate locality in which the office is located.	Sec. 8, C. Code.
Division of Chief Inspector of Private Employment Agencies, (formerly Commissioners of Labor) Chief Inspector, 608 S. Dearborn St., Chicago, Illinois.	Inspection of private employment agencies as a basis for recommendations for issuance and revocation of licenses.	Private Employment Agencies Act.
Division of Factory Inspection, Chief Inspector, 1543 Transportation Building, Chicago, Illinois.	Regulation of industry and labor through the enforcement of the various labor and factory laws.	Women's Child Labor Law, Washington, D. C., 1918.
Industrial Commission of Illinois, (formerly Industrial Board) five members one of whom is Chairman, 303 City Hall Square Building, Chicago, Illinois.	Adjudication of the Workmen's Compensation Act. Through the Mediators and Conciliators, acts as arbitrator in industrial disputes.	Workmen's Compensation Act.



## THE DEPARTMENT OF LABOR

BARNEY COHEN, *Director*

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Immediately following this report will be found the detailed reports of the various divisions making up this department. In line with the policy of conservation in an era of high prices, the reports in question have been kept to the shortest space consistent with clearness.

### SPECIFIC DUTIES OF THE DEPARTMENT

The specific duties of The Department of Labor have, in the second year of the operation of the Civil Administrative Code, become a matter of administrative routine to a considerable extent. The system devised by The Department of Finance has proved its worth, being rigid enough to furnish a suitable check on income and expenditures and elastic enough to provide for any emergencies which have arisen.

The routine of this department other than with The Department of Finance has to do with the Division of Purchases and the Division of Printing. The Division of Purchases, during the particularly trying times of the late war has given careful and efficient attention to the supply needs of this department both for routine and emergency equipment.

The Division of Printing has been both prompt in placing orders and careful in meeting indicated requirements and, on occasion, seeing that required changes were made. The cost of printing for the department has been materially lowered through the contracts and suggestions of the Division of Printing. Printing firms holding contracts have been particularly accommodating and efficient. The Illinois State Journal, particularly, with which firm the department was brought in close contact during the publication of the First Annual Report has not only the equipment necessary to do good work, but believes in courtesy as well as satisfactory production.

### NEED FOR A LABOR DEPARTMENT

Had The Department of Labor been requested a complete demonstration of the need of a department devoted to labor problems, the year covered by this report would have furnished such evidence. Every possible contingency which might affect the welfare of both the employer and employed—with the possible exception of "hard times"—seems to have arisen. Had there not been a department given over to the needs of labor and the solution of important labor problems, one of the most important functions of administrative government might have failed in attempting to secure the necessary cooperation of labor.

With a plentiful currency and employer bidding again a new problem arose—that of keeping labor most advantageously employed.

#### FUNCTIONS OF THE DEPARTMENT

Last year's report gave in detail the analysis of the Civil Administrative Code and those of The Department. To this detailed analysis reference may be made in case the sketchy references following should seem to require extension.

The functions, (1) law enforcement (regulation), (2) custody (or agency), (3) purchase and supply, and (4) quasi-judicial functions are the ones which The Department of Labor is called upon to exercise.

The main functions of the department are law enforcement and education. The Industrial Commission is concerned mainly with the exercise of the quasi-judicial function of award. Such method of action places the exercise of the best judgment on the part of the officers, in connection with the administration of the Competition Act, beyond even the shadow of influence from The Department.

#### "KEEPING LABOR PRODUCTIVE"

The various divisions have cooperated splendidly in doing everything possible to keep labor productive. It was felt that the change of this rule meant as little disturbance to industry as possible. The wholesale shifts of labor taken as a matter of patriotism were commonly difficult to demonstrate to those wishing either to stay at home or to labor or to participate in such a shift, that the best interests of the United States, the State, all the employers and all labor would be best conserved by keeping at work at the accustomed job. The apparent advantages of a shift were only apparent. A worker taking up work at a distant point might find considerable leisure remaining than at home. Skilled trades sometimes found conditions almost impossible from lack of adequate housing or sleeping quarters from work. Particularly where a worker was accustomed to certain home conditions, the loss of these impaired his comfort or rendered the sum of his satisfaction in new work less than when engaged at the old.

The changes, when unrestricted, which took place may be referring to the exodus of common labor from the cities—Chicago and East St. Louis—and the influx of unskilled Negro labor from the Southern states. Had Negro labor been transferred directly to the East, leaving the unskilled labor of the State in its immediate place there would have been but one migration instead of two. The after-the-war problems probably would have been more easily

Instructions given by the department to the various divisions were carefully and systematically carried out. As a result, wherever the matter was within the jurisdiction of the Illinois Department of Labor every effort was put forth to prevent unnecessary shifting of labor. Not only does a trained force of workers represent a considerable investment outlay on the part of the employer, but the average worker frequently makes plans for continuous employment, which he can not change without considerable outlay—if not actual loss.

#### TILE BEDDING OR MATTRESS LAW

What is colloquially termed the "mattress law," approved June 28, 1919, marks a considerable advance in the manufacture of bedding and mattresses.

Prior to the enactment of this law there was nothing to prevent the use of almost any material a so-called manufacturer might care to use, as the filling for bedding. Material condemned by other states might be—and was—shipped to Illinois to be used in the manufacture of bedding here. Knowing the tendency of purchasers to accept merchandise upon its looks or face value, such material was often incorporated into fine-appearing goods—(on the outside)—and placed on the market in competition with goods of quality make. This is now a thing of the past.

The law defines "bedding," "person" and states who shall be affected by the law. Provides for cleanly and sanitary material and manufacture. Provides for labels and labeling. Provides penalties and means of enforcement.

The Chief Factory Inspector of the State is charged with the enforcement of this law. Those interested in the sale or manufacture of bedding and mattresses should post themselves thoroughly on the scope and requirements of the law.

#### MEDIATION AND CONCILIATION

Special attention is directed to that part of the Industrial Commission's report which deals with the work of the Mediators and Conciliators. Illinois has a voluntary arbitration law which, administered by skilled mediators, is unusually successful in securing satisfactory results.

Compulsory arbitration as a subject of college debate, is—judging from the number of inquiries—of considerable interest at the present time. The value of good arbitration methods is shown in the good results obtained in Illinois. A more comprehensive law might secure better results as a preventive measure, it is claimed, but amicable settlements by agreement are working out well in Illinois. Particularly during the period of the war Illinois had comparatively few strikes and a high proportion of settlements.

## AN EMPLOYMENT OFFICE FOR THE STATE

When it is noted the equipment the State maintains to workers with jobs and to furnish the employer with helpers inquiry arises. "Why," it is often asked, "does the State not employ its own workers through its employment offices?"

To many, there is much merit in the question. With the in government affairs to cut down the number of boards and commissions wherever the work can be performed by a department constituted, it is frequently argued that a labor department with extensive divisions can test and hire competent help, for the State as well as for the private employer.

This department neither has set on foot any plans to institute further such a movement nor has given any time to its commission. With the discussion given to the subject by business men and in political life and legislators in close touch with the problem for the State, the subject is noted without discussion, for the attention of those interested.

## STATE RESOURCES

While it is believed that the State can not publish a directory of its industries, yet it would seem that there is a great need for the collection and publication of some exposition of the resources of the State, and, in this department, the advantages offered the worker. As an instance, thousands of excellent workers who understand the State and who would be glad of an opportunity to earn the high wages on farms, "pass up" Illinois simply because of the advertising which has received from much-heralded \$500-an-acre land sales. A poor hand may figure he can never own a farm in Illinois, and go to a State not far remote, whose immigration agents feature "low-land opportunities." This lack of advertising affects placements in the employment offices, and is due in some considerable part to the lack of knowledge of the resources of the State.

It is hardly to be assumed that the great body of transients who consults the State documents of the different commonwealths in deciding on a point to which to migrate. However, such workers are vaguely guided by unformed impressions—securely, be, from a dozen different sources. To offset this, and do toward substituting more exact information, this department will supply a small folder to the various workers applying for jobs with some information concerning the State, The Department of Labor will supply the job at which employment is asked. If the cold official catalogue of statistics is avoided and facts which are of value to a living are given in a human interest manner, doubtless every circular would have considerable constructive value.

Much of the publicity matter of adjoining states is particularly well written and Illinois should at least equal the efforts of her sister states. The worker of today is often the proprietor of tomorrow and a systematic effort to induce the right class of workers to come to Illinois will eventually be reflected in a similar grading up of owners and employers.

## ACKNOWLEDGMENT

Thanks are due the Governor for his stand on the desirability of giving additional free employment offices to insure satisfactory placement of every returning soldier and sailor. The Governor's assistance in securing employment legislation also made possible an office in Chicago for Negro workers, in which all of the employees are of that race.

## FINANCIAL STATEMENT OF THE DEPARTMENT OF LABOR

JULY 1, 1918, TO JUNE 30, 1919

	Appropriation for year.	Bills authorized.	Balance to lapse to treasury.
General Office.....	\$20,600	\$12,396	\$ 8,204
Chicago Free Employment Office.....	52,230	46,605	5,625
St. Louis Free Employment.....	6,758	6,656	102
St. Paul Free Employment.....	6,688	6,508	180
Rockford Free Employment.....	6,220	6,203	17
Rock Island-Moline Free Employment.....	6,610	5,655	955
Springfield Free Employment.....	6,445	6,241	204
General Advisory Board, Free Employment Offices.....	5,300	3,880	1,420
Chief Inspector, Private Employment Agencies.....	16,921	15,418	1,503
Factory Inspection.....	99,058	77,039	22,019
Industrial Commission of Illinois.....	145,375	119,856	25,519
Total.....	\$372,205	\$306,457	\$65,748

## DIVISION OF LABOR STATISTICS

BURT C. BEAN, *Assistant Director, Acting Secretary*

The former "Bureau of Labor Statistics" found, the first of the Civil Administrative Code, that more important matters than statistical were pressing. It was necessary to organize the Department of Labor along the lines of action rather than of classification. Besides this it was of great importance to secure legislation to make the statistics being gathered as a matter of routine rather than for other than certain comparative purposes.

In order to consider intelligently the statistics in the Department of Labor it is necessary to consider the statistical conditions of the department inherited.

The Free Employment Offices, these six in number, report in detail, as often as requested—daily, weekly or monthly—the number of applications for employment, (2) positions secured, (3) positions for help, together with other classified and summarized information. Perhaps forty pages of statistical matter was sufficient information gathered yearly.

Factory Inspection ordinarily compiled and published a quota of statistical data. Of 267 pages of the report of 1913, 100 pages are statistical in character.

Industrial Accidents, as published in 1914 by the Bureau of Labor Statistics is a seventy-nine page pamphlet, practically all statistical matter. (The matter formerly reported by this bureau was prepared by the Industrial Commission as a part of the report of that body.) The former Industrial Board found approximately the same inadequate, as shown by the third annual report of that body.

The Arbitration Report, as of 1916, seventy-eight pages, contains a considerable amount of statistical information, but more editorial treatment.

The above summary shows the amount of statistical material compiled each year, having to do with labor matters, prior to the enactment of the Civil Administrative Code. From this information it is possible to deduce, with a reasonable degree of accuracy the amount of workers necessary to secure, classify and put in final tabular form. It is not desired to make any comment at the present time on the evident fact that information so procured should have been used in a way which to make calculations.

If a tabulation shows that on May 16, 1914, in the plant of the American Electric Company, Chicago, a drill-press hand, 18, American, male, at 4:30 p. m., had an eye injured by flying steel, losing 29 lbs,\* should not there be some means of knowing, (1) the number of workers in the State subject to the same hazard so that (2) the success of preventive measures may be accurately judged?

It was in an attempt to furnish a basis for accurate comparison that the Department of Labor asked for a statistical law which would at least be a start in furnishing an industrial census. While securing this information, it was also desired to learn whether returning and returned sailors and soldiers were being reemployed by their former employers, and to correct any faulty conditions so found. Through the efforts of Senator Dailey and the cooperation of his colleagues a bill was prepared, which met all these requirements. This was promptly made a law. The result is shown in what is colloquially termed, "The Rehabilitation Act," which provides that employers of five or more workers shall report certain statistical information to the Director of Labor. As the act is comparatively short one, it is given below.

*ACT to authorize the Director of Labor to secure information for statistical purposes and to promote the rehabilitation in industry of discharged sailors and soldiers.*

Section 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly:* That every employer of labor, employing five or more employees, shall annually between the 1st day of January and the 15th day thereof, or, upon the request of the Director of Labor in case of an emergency, or where employment is in an occupation seasonal in character, file with the Director of Labor a statement on a blank to be furnished by the Department of Labor, which statement shall set forth facts substantially as follows:

1. Name of employer.....
2. Nature of business.....
3. Is ownership individual, corporate or partnership?.....
4. Name of manager or acting executive officer.....
5. Address .....
6. Furnish the following data:

	Over 16 years.		Under 16 years.		Total.
	Ma'e.	Fe-male.	Male.	Fe-male.	
Usual number employees.....					
Usual number hours employment per day.....					
Usual number hours employment per week.....					

\* Eighth Report, Bureau of Labor Statistics, Industrial Accidents in Illinois, p. 62, line 6 of table 9.

7. No. of employees who left your employment to enter military service of the U. S. between April 25, 1917, and 12, 1918.....

8. No. of such former employees who have been re-employed.....

Sec. 2. The Director of Labor is hereby authorized and directed to investigate the matter of re-employment of soldiers and sailors discharged from the military or naval service of the United States in order to bring about and to promote their speedy restoration to industrial status formerly occupied by them. To that end he shall make use of all available information disclosed by records and statistics in his office, and he shall wherever and whenever possible and practicable mediate between, employers and such discharged soldiers and sailors and he shall cooperate with patriotic organizations in order to bring about a prompt rehabilitation in industry of such soldiers and sailors; he shall from time to time make such recommendations to employers as shall be deemed fit and reasonable in order to advance and promote such replacements in industry as shall be most advantageous to soldiers and sailors discharged from the naval or military service of the United States.

Sec. 3. It shall be the duty of the State Department to enforce the provisions of this act and to classify the information received, for statistical purposes and for such other purposes as may be authorized by this act: *Provided*, that in no case shall the statistics so arranged, or information so used as to reveal the affairs of any employer.

Sec. 4. Any employer failing or refusing to furnish the information as provided herein shall be deemed guilty of a misdemeanor and shall, upon conviction, be fined a sum not less than \$5.00 nor more than \$25.00.

Sec. 5. This act shall become effective upon its presidential approval.

Approved, June 21, 1919.

In force, June 21, 1919.

Besides the rehabilitation factor in the foregoing act, another factor in the census of firms employing five or more workers is made possible by the act requires that the returns be made "between the first day of January and the fifteenth day thereof," no report of the work done under this law is available. It is reasonably certain, however, that the value of such statistics as may be compiled will be greatly enhanced. It will be determinable how many workers of a given class, as a whole, are subject to hazard. It is then a simple matter to establish a ratio and from comparison of such ratio from year to year to learn whether conditions are improving or retrograding.



## WAGE STATISTICS

The Rehabilitation Act does not require any information concerning wages to be filed. As a result the State is left without means of securing wage statistics other than by canvass by the various inspectors supervised by the department. As a result other than a general idea of wage conditions, there is little that can be gathered. The employer is not obliged to give in wage information, under any existing act, though employers generally are willing to do so. The objection generally is not to giving in the information but rather the labor required to prepare such information accurately.

Question sheets (questionnaires) have been used in this State in the past, with a fairly high percentage of returns. Deductions based on the partial returns from question sheets may be made of some value, indicating the trend of wages in various localities but further than that their value seems to have been questionable.

The trend of wages is more precisely indicated by the wages employers are willing to pay as shown in their requests for workers filed with the various free employment offices. Among the first places to feel the effect of a rising or falling wage is in the ranks of new or additional workers. As a result, the wages offered by employers of additional workers or those in new lines makes possible some fairly accurate deductions as to the range and trend of wages.

With the returns of business to conditions more nearly normal, not only will the wage question gain in importance, but there will probably be a somewhat more uniform tendency to be noted. While some information of value may be available through the routine reports of the department, yet it may be a number of years before legislation will be enacted which requires such information to be reported.

The law, aside from its statistical value, will be of great general benefit in aiding the returning soldier, where he wishes to return to the same work he left in order to enter the army. Extended comment will be made upon such results in the report for the coming year.

## INDUSTRIAL DIRECTORY

Considerable call is made for either an industrial directory or a list of names of manufacturers of a certain product. For the most part, these calls come from firms outside the State who wish to put on a mail-order campaign or otherwise lay the basis for sales.

The fact that Michigan publishes a voluminous industrial directory and Iowa also publishes a comprehensive list of firms domiciled in the State is often referred to by those asking for directories or lists.

The Department of Labor has neither law nor appropriation which makes possible the publication of an industrial directory. Nor is it possible under the rehabilitation law recently enacted to furnish lists of names. This would be "information so used to reveal the affairs of any

single employer," it would seem, and consequently would be in violation of the law.

The matter of "lists" it is recognized is of great importance to those selling goods throughout the State but there being no provision for furnishing lists, this becomes a matter of purchase from the regular sources. The requirements of marketing call for an accurate, up-to-date list. This is to be procured in Illinois from the regular sources of supply—dealers in lists, addressing companies, publishers of general and trade directories and the like. With the present shortage of help in the various departments and the delay in securing printed matter also due to shortage of help—there is not the slightest doubt that the business men of the State are better served by purchasing up-to-date lists from those interested in the supply *as business*, than from having these compiled from any public record.

In order to be of use, a list must be accurate, complete and up to the minute. With a sufficient appropriation for help and a law requiring that the required information be furnished, it is possible to compile an accurate general list. Such a list, however, can hardly be arranged and published much under six months from the time the first request blanks are sent out. During the war, there were industry lists which changed forty per cent annually, so that a list six months old would lack twenty per cent of being accurate, in many cases.

Another point has to do with the refinement of information called for by business men. It is no uncommon thing for a business to require, as an instance, for proper circulation, a list of presidents of businesses rated A 1 and employing to exceed one hundred workers. In such cases State lists could not be of value—nor in thousands of similar cases.

On the whole, it would seem that Illinois is not ready for the preparation of a directory listing names of employers.

#### PUBLICATION OF A MONTHLY PAPER

Considerable thought has been given to ways and means by which a small publication can be issued monthly or at greater intervals. The Bulletin of the Industrial Commission of New York has been considered as embodying many good points. Fairly close contact has been maintained with the New York Commission and the favorable results secured by them have served as an incentive to study of the question. So far owing to adequate reasons no publication of this type has been issued by the department or any of its divisions. It is hoped that from further discussion a specific plan may result which will prove adapted to conditions in Illinois.

#### REPLACEMENT OF MALE WORKERS BY FEMALES

The following table shows the percentage of replacements over the time the records were secured. The percentage is surprisingly small.

then compared with the number of male workers thought to have been placed, in the opinion of the ordinary observer:

**PER CENT OF REPLACEMENTS AS COMPARED WITH TOTAL NUMBER OF EMPLOYEES—JUNE 1918, TO JUNE 1919**

June, 1918.....	.006	or.....	6/10	of 1%
July, 1918.....	.0052	or.....	5/10	of 1%
August, 1918.....	.0105	or.....	1%	
September, 1918.....	.0168	or.....	1½%	
October, 1918.....	.0177	or.....	1¾%	
November, 1918.....	.017	or.....	1-7/10%	
December, 1918.....	.0065	or.....	13/20	of 1%
January, 1919.....	.001	or.....	1/10	of 1%
February, 1919.....	.0055	or.....	½	of 1%
March, 1919.....	.0053	or.....	5/10	of 1%
April, 1919.....	.0006	or.....	6/100	of 1%
May, 1919.....	.0006	or.....	6/100	of 1%
June, 1919.....	.0002	or.....	2/100	of 1%

## **DIVISION OF STATE SUPERINTENDENT' OF EMPLOYMENT OFFICES**

W. C. LEWMAN, *State Superintendent*

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The principal events in the work of supervision of the employment offices of the State have been set down by the Advisory Board, pages 38 to 45, ahead. The intimate relations which existed—and now exist—between the supervisors and executive officers makes a report by one embody that of all.

No apologies are necessary for the abbreviated reports of various divisions, as the time for conservation is not yet over. It is believed that an excellent place for conservation is in "boiling down" the history of the past year to a minimum.

This division desires to thank the legislators of the State for their friendly attitude toward employment legislation. Thanks to their attitude Illinois now bids fair to become one of the most progressive in dealing with the problem of the "right man in the right job."

## DIVISION OF CHICAGO FREE EMPLOYMENT OFFICES

CHARLES J. BOYD, *General Superintendent*

---

The time in this Nation when the problem of unemployment can be disposed of by ignoring it, as has been the practice until recent years, is past.

With the development of industries, growth of large cities and the consequent congestion of population, there has arisen conditions of unemployment, as has been the case in England and older countries for many years. As early as 1840, the English began to realize the results of unemployment in that nation, and took steps towards their relief.

The thinkers of this Nation, profiting by the experience of the past, began the study of labor conditions and what could be done towards the settlement of this problem. With seasonable employment which is common to many industries, and because of climatic conditions, there were frequently many unemployed in one section of this country, while in other parts there was an excessive demand for labor. With the building of great cities, it became more and more difficult for the unemployed to know where work could be obtained. As a result of these conditions, various states have organized employment services whose business it is to furnish local employment for those unemployed, and to direct others to localities where labor is in demand. It is not only the duty of public employment service to provide work for the unemployed, but it is also its province to aid the ambitions who, through experience and time, have become qualified for better and higher positions than their present service offers.

Again, owing to the hazards to health and limb in numerous occupations, it frequently becomes necessary for many to change their avocation. These should be aided by the fullest efforts of the employment service. While the efforts of a service is being devoted to the wants of the unemployed, the wants of the employer should not be forgotten, as it is only by giving strict attention to his needs that the employer's patronage is continued to the public employment service.

### DIFFICULTIES IN EMPLOYMENT WORK

One of the chief difficulties of employment work is placing the applicant in a position to his liking and for which he is fitted.

Owing to the stress of work, and the number of applicants that are daily applying, it often becomes a practice of a placement clerk to direct

the applicant to the first opportunity at hand with little fitness for the place. This is a grievous mistake, detrimental to service and the applicant.

Care should be taken to find capabilities of the applicant may be done by observing the manner and ability with which the applicant fills his own form of application. In the interview that follows, much may be learned in the manner of the applicant's speech, and interest in answering questions. From his speech, care should be taken to learn all important angles of the applicant, as whether the applicant is seeking temporary or permanent employment.

With this knowledge of the applicant's ability, he should be placed in the class of work for which he is best qualified. Great care should be taken in the direction of applicants to employment department concerns, because it is of their own inability to provide work that render these opportunities available to public employment. The direction of unqualified causes them to lose confidence in our service to aid them.

By the observation of these briefly mentioned principles of management, untold good may be done to the whole public by the work of thousands who otherwise would be dependent on private charity for their maintenance. It frequently occurs that employers are at loss to know where to acquire help to meet the calls of exigencies incident to the conduct of their business. They are unable to supply from the applicants at their gates. The public is served by providing satisfactory work at a remunerative wage that sustains himself and family.

#### BENEFITS, CONFERRED

The public employment office is a Mecca to which thousands of people flock to spend their way knowing that various opportunities will be found in this known meeting ground of employer and applicant. The applicant is benefited from the fact that with the great efficiency of the public employment, his time is conserved by the careful selection and rejection of the incompetent and their direction to other work where their training and experience fit them. One of the largest manufacturing concerns of this city today, by close cooperation with the Illinois Department of Labor Offices, through frequent visits to the office and the knowledge of definite requirements as to their needs, find no trouble in filling the ranks of their workers filled, and has not resorted to the columns of the press for more than a year, which is no small matter of great satisfaction, but a vast saving to that organization.

This office, as the result of the years of operation, has accumulated wide information regarding the especially trained mechanical men which is at the disposal of the employer. It is a growing practice of employers of this city when in need

liar and special training to call upon this office. Consultation of files usually discloses an applicant who meets their requirements. It is this giving of service to the employer that has inspired confidence in the Illinois Free Employment Service and it is now resulting in the coming with us of many calls for men for the higher paid positions of which otherwise are frequently given to the fee agencies, because of their ability in careful selection and knowledge of those qualified.

#### TRAINING PLACEMENT MEN

It is the policy of this office to retain a placement man in the department for which his training best fits him as it is only in this manner that we gain the confidence of the employer, because an acquaintance and familiarity with the needs of his organization which results in this office in daily calls for the clerk in charge, with the feeling on the part of the employer that the placing of an order for help in this individual manner will bring forth personal attention and direct action.

#### EXPERIENCE MEETINGS

This office has resumed its practice of frequent meetings of our employees when questions of practice and procedure are discussed. Speakers are provided to elaborate the different phases of employment which the employees of this office are meeting in the daily conduct of work. Experiences are related and individual ideas of methods are given by the members of this force. The study of these problems in open meetings tends to better and more efficient service when the placement clerk understands the cause of the direction of the unfitted to the employers of this city. It has been estimated that the hiring and training of men from common labor to skilled trades and professions is at a cost of \$15.00 to \$200.00 per man employed. With this understanding, our placement clerks are constantly developing the ability for closer selection and in this manner reducing cost of turnover, which is the bane of every employer of labor.

Again, the placement men are doing a great good by their manner of handling the applicant, calling the attention of the frequent returning applicant for employment, to the number of places to which he has been directed, the loss to himself and the employer, and the need of himself and family for permanent employment.

#### THE HANDICAPPED

One of the interesting phases of this service is that of providing employment for the handicapped. We are now experiencing considerable difficulty in finding work for this class of applicants by reason of the operation of the Vocational and Rehabilitation Bureau for soldiers, sailors and marines provided for by the Smith-Sears Act which enables them to place the handicapped in organizations to learn trades at small or no wage, resulting in a decreasing number of opportunities for the

civilian seeker of employment and suggest that it would be lent if the benefits of that act could be widened to extend to original and industrial unfit. This work has in the past been done by executives of this service but it is now our expectation to have a direct a handicapped section in charge of a competent employee who not only has a wide acquaintance with the needs of handicapped employment, but who possesses an interest in the work that will drive this work to the point of successful placement of the handicapped applying.

#### SCARCITY OF FEMALE WORKERS

One of the problems that confronts this service is the scarcity of female workers to meet the demands of the employers of the service. As the result of the war, changed their plans of manufacturing on a different basis. At this time, there seems to be a scarcity of women workers. Efforts have been made to give publicity to this need through the efforts of fraternal, charitable, and women's organizations of this city.

#### FARM SERVICE

An interesting department of this service is that given to the promotion of boys, men and married couples to farm work. We have for experienced and inexperienced farm workers, from the adjoining states but also those of the north, west and south. The direction of this work has been placed in the hands of a man who has not only a whole heart interest, but who has had a wide experience with farm problems. The result being that we are directing mail inquiries and answering the query as one correspondent expressed "Am I to do for competent help? Am I to quit the farm and go to lie idle or will you be able to furnish me help to continue my long work as a producer of the necessities of life?" This is in the need of more publicity and its benefits could be widely spread among the farmers, who are constantly facing a shortage of labor. The placing of appropriate signs or posters in the railway stations, drawing attention to our service and by the insertion of advertisements in cultural papers. We have no fund that can be used for this purpose. We recommend that some arrangement of this character be made.

#### H. C. L.

Because of the wide divergence between the cost of living and the salaries paid by the State, the past year, it has been extremely difficult to induce competent men to enter and continue in this service. However, we are looking forward to the time when we will be in a position to secure help who not only have an interest in the work but who possess a broadness of heart, a spirit of charity, and a freedom from the common frailties of life and a sincere desire to help.



ing, that are vital to the successful prosecution of this work and who are efficient and permanent workers in this public service.

One of the interesting developments of the after war period of day is the attitude of men to common labor. This office having at all times many opportunities for employment at wages that this service regards as excellent, which the common laborer applicant is constantly refusing, preferring to accept casual employment at the higher wage offered for the quick completion of urgent work. During the war time, the need of the Nation for immediate labor drew from the city and State thousands of workers who were needed in local industry. That condition is now over, and our first attention is today given to the calls of the local employer. The requirements of the foreign employer are presented to the applicant only when we are unable to place him locally.

#### PUBLICITY

This service gains much publicity through the relation to the daily mass of heart interest stories concerning the placing of exceptional and needy applicants. It is the policy of this office to keep in close touch with the employer by frequent visits by the heads of the various subdivisions of this service to the shops and factories of this city, where we are always treated with a most pleasant welcome, courteous, and careful explanations of methods, of manufacturing, machine operations and general requirements of that industry. This gives our employees a closer and nearer insight into the requirements of needs of the individual employer.

One of the problems that daily confronts this office is the great number of jobs which we are unable to fill. This is being solved by our placement men consulting our classified files and in the calling of the attention of applicants to these opportunities by 'phone and by the use of special letters. This practice is resulting in satisfying the demands of many employers for help for which we have no personal applicants.

One of the most gratifying developments of the past year was the organization of the soldiers, sailors and marines employment service to which this office not only contributed the services of its employees but whose superintendent assisted in organizing and whose services were recognized by his appointment as a member of the operating committee of that organization. It is needless to say that our cooperation with that service has been of the closest kind and character. Opportunities are exchanged, applicants directed to us by them, who that service was unable to take care of, have been placed in satisfactory employment by the efforts of the executives of this office.

## DIVISION OF EAST ST. LOUIS FREE EMPLOYMENT

STEWART CAMPBELL, *Superintendent*

In reviewing the employment situation during the year 1918, one can look back over a period of time which covers two extremes of the employment question. At the issuing of the call for men during the period the war was still in progress, in fact hostilities were at their height, and as a consequence thereof this bureau was strained to the limit of the resource it possessed in an effort to meet the demands placed upon it. A great and insistent demand was constantly being made for all kinds of labor, skilled and unskilled, likewise commensurate with the greatest number of requests in fact were for the last named men. It is easily perceived, I am sure, that the usual labor shortage which existed at that time as had been in force for some time in spite of this shortage of labor we were to a very remarkable degree able to supply local industries with almost all common labor. We found it impossible to come anywhere near meeting the demands placed upon us by outside or foreign industries and agencies. This situation existed and continued up until a few weeks after the signing of the Armistice, when it seemed as though the very bottom had been reached of the labor situation. We now began to experience an employment condition which was just the opposite to that of a few months before. Instead of having an acute labor shortage, we had on our hands a restless, and, to a marked degree, discontented labor surplus. In the course of a few hours the employment problem had suffered a complete reversal, for instead of the employer seeking the men the men were in large numbers seeking the opportunities offered by the employers. I must confess, I viewed this state of affairs during December, January, February and March, 1919, with some alarm, and I was somewhat afraid an attempt would be made to reduce wages. However, I am glad to say, with but one exception, was not done in this industrial district. Of course forces were reduced and some men were laid off from employment, but salaries as a whole remained stationary or slightly increased.

Opportunities for the placement of men being limited by the term of depression, the showing of workers actually placed was a sharp fall off. The entire method of conducting this office was bound to undergo a complete change, for at this time instead of seeking the man for the position we were forced to first secure the position and then fit the applicant into it.

In one way this was of immense benefit to the attaches of this division, for as we were now compelled to visit the various factories and plants to ascertain just what manner of men and women were desired, we naturally came in personal contact with the heads of the institutions, and by so doing were better able to understand each others needs and cooperate with a greater degree of success. The employment managers were able to convey to us just what kind of help was desired, and we in turn could furnish help much nearer to the kind they demanded; all of which brought us much closer to the employer and made him appreciate, as he had probably never before, the amount of aid and assistance we could secure by cooperating with the Illinois Free Employment Office.

Labor and employment conditions have about adjusted themselves as the period covered by this report draws to an end, and am glad to say they are now all that could be desired. We are constantly increasing our placements and very soon expect the employment question to be in a normal state once again.

One thing I desire very much to call to your attention is the remarkable absence of strikes during this space of time; true we have experienced small labor disturbances, but these as a whole were only of a few days duration and were soon adjusted to the entire satisfaction of all concerned.

I have had the cheerful aid and assistance of the local press, this being ready and willing to assist in any manner suggested, surrendering any amount of space I requested for any information submitted on the employment situation. I was enabled to thus keep the results of work accomplished by this office constantly before the public, as well as the laborer and the employer. I am also glad to say that through the earnest efforts put forth by this department during the past year, what small prejudices did exist among a few employers in regard to employment offices have been forever removed, as from my records I am now able to show requests for help from every employer within the confines of this district.

In replacing returned service men we have been very successful; this success has been attained by the whole-hearted way in which the many employers have willingly taken back former employees upon their return to civilian life. In many instances where the position vacated by the man upon his departure for war no longer existed or was filled by persons whose removal would have worked a hardship upon all concerned, new places were either secured or created for the returning man. One condition brought about in the replacement of returned soldiers and sailors, which was very difficult to handle and caused much disappointment and complaint, was the great influx of men who at the time of enlistment lived either on farms or in the smaller villages. This class of men rushed into the cities during the period of demobilization in vast numbers, and at a time when every means we possessed were

required to replace men from this district, asking and e positions. A great majority of these of course were dis were forced to return to their homes.

In the many positions accepted by women during t were during normal times occupied by men, I find a g being effected. Men are slowly supplanting or replacing th all this is being brought about in so careful a manner th is scarcely noticeable, thereby working no discomfortu upon the female worker who stepped forward during the dire need and assumed the former male employees respons

During the year the various penal institutions of t placed prisoners upon parole through this office. Good secured for the men, and a careful supervision maintain during their period of probation. In the placing and care I was greatly assisted by the attaches of the Departme Welfare. Sixty-seven men and 1 woman were assigned to the Board of Pardons and Paroles; 36 men have complete and received final discharge; 3 men were transferred to ne was killed in revolver battle with local officers; 20 violated and were returned to the institutions from which they ori and 7 men and 1 woman are under parole to me at the Close touch is maintained between this office and each of t tutions of the State. A complete list of all opportunie termination of each day is mailed to each institution, which the following morning, thereby enabling them to supply men are entitled to parole, wherever needed. In other w leaving the penitentiary has the same opportunity for empl man in the outside world, and one great disadvantage is the

The women's department of our office specializes in of day workers and emergency help. At least four days of women's section is filled with women who live in their ow who wish to help in the H. C. L. solution by earning wag jority of these women are colored, but we have a num workers.

These women will work by the hour or the day, and record of their ability we are able to distribute them with department. Because of the small number of applicant housework positions, these women are especially valuable.

Two hours of the morning are given to these wom mainder of the day is for our other applicants, who vary raphers and teachers to factory workers.

In conclusion wish to submit report of the entire act division:

10,147 applications from employers,

16,260 employees asked for by employers,

7,263 new registrations,

6,939 renewals,

13,515 persons referred to positions,

12,818 positions filled,

gain in placement over the previous year of 1,453.

## DIVISION OF PEORIA FREE EMPLOYMENT

THOMAS METTS, *Superintendent*

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In looking back this office feels that during war time material assistance to the many who called on us for help

Now when efforts are being made to bring conditions former basis and standing we feel that we will be looked expected to aid in this reconstruction.

As in the past, we are now supplying practically a Peoria with her common labor. This class of help at the is receiving more compensation for their services than was during war time. The demand greatly exceeds the number to supply.

Peoria has had her share of strikes in common with other large cities all over the country. There has been a unrest among the working men, and owing to these strikes our largest plants were forced to shut down for a couple of

A great deal of building is going on here at the present withstanding the high cost of both labor and material. The naturally gives employment to skilled help such as carpenters, layers, electricians, iron workers, etc.

During the past few months this office has been very securing employment for returning soldiers and sailors. The of our city have responded very well and practically all of them employed those men who were formerly in their service.

The women's section has made a very satisfactory past year. The majority of married women who apply for desire work by the day so as to enable them to be at home families in the evening.

The younger women seek employment in hotels or restaurants the majority absolutely refuse to consider housework at all, have many good openings in private homes.

Any suggestions which will tend to better conditions our office will be cheerfully received and anyone seeking advice can be assured of our hearty desire to cooperate and help

## DIVISION OF ROCKFORD FREE EMPLOYMENT OFFICE

PETER T. ANDERSON, *Superintendent*

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From July 1, 1918, to June 30, 1919, this office has endeavored to satisfy both employers and employees who have done business with us during the year, giving in each case courteous treatment, believing as we do that the State should get the credit for the work done in each office. Efficiency in the hiring and placing of labor should be carried out to the fullest extent. Our motto is, to give the very best work we can to the employment service, and try, if possible, to make the Department of Labor of the State of Illinois the peer of any in the United States. We believe in giving all a square deal. We try to pick out applicants that are fitted for certain lines of work and if an applicant is not fitted for the position he applies for, we tell him so.

The employer, when he places an order for help is questioned about the kind of help he desires and we make an honest effort to comply with his wishes. We try to eliminate as much as possible and keep down to a minimum the matter of turn overs, which in some plants is very large, while in others it is small. It is simply a matter for the employment departments in plants to use their best efforts to retain their help; if they are not a success at one line of work, they may be good first-class hands at another line of work.

The general public, is beginning now, more than ever before to realize the true value of the Illinois Free Employment Offices. The number of new patrons is amazing. The former system used in the office was to call up plants and ask what they required, but now, that is changed; they call us and quite a number of factory employment superintendents call at our office and leave their orders all written out and in this way, we get a better understanding of what kind of help is needed and what the help is expected to do, and the wages that are expected to be paid.

In this district we have no private employment office to contend with. The Rockford Manufacturers Employment Bureau passed out of existence some months ago, the reason given, was duplication of work, and the Illinois Free Employment Office has endeavored to supply all the needs of the plants belonging to that bureau since the time of closing.

The district which we cover is in fairly good condition, except Freeport and Belvidere, in which we have a marked shortage of help. We could supply them with more help through this office, but the question

of wages, enters into this matter, in such a way that it is all possible to secure help for them. The wages paid does not compare with wages paid in Rockford at the present time. The early part of the fiscal year, commencing with July, the factory help question was a problem; the scarcity of male help was the most serious. During the whole fiscal year, we had a shortage of both male and female help. In the months of February and March, 1919, when we had a surplus, the maximum of surplus, was reached on February 20, 1919, when a total of seven hundred six (706) idle, whom we could not supply with work, this condition existed until April 3, when the surplus dropped to two hundred fifty (250). On April 10, we had a shortage of a total of a hundred twenty-two (122) positions open that we could not fill. As above stated, the shortage of male help was in a measure overcome by substituting female help for male, and which in the end proved satisfactory.

The work of this office was seriously effected by two strikes, namely, the furniture workers' strike and the machinists' strike. In complying with instructions received and preserving a neutral attitude, we were able to overcome any trouble with either party to the controversy.

The supplying of help to Camp Grant was no small job. On some days it was a small number required and the next day it was a large number that were needed, but by a little effort, we succeeded in supplying the needs. If we could not get the help here, we sent to Chicago for it. Any other State offices that were carrying a surplus of labor would supply the need. The system of cooperation among the State offices, is a wonder to me, especially when you are short or long on labor.

#### FARM HELP

Farm help has been more or less of a problem all this year. The problem is up to the present time. Farmers wonder why they cannot get the help they need. That, in our estimation can be answered only in one way. From our day experience, the farmer has not advanced wages to compare with wages offered in other lines of industry.

Common laborers are paid and have been paid for some time at 65 cents per hour, and at the present time, common labor in construction is being paid 60 cents to 65 cents per hour, and some is higher than that. On road work, 65 cents and bonus has been paid for some time. Factory work laborers have been paid on an average of 47½ cents to 55 cents per hour. It will be readily seen from these figures that farm hands will accept work of this kind, in preference to farm work. The time will come when farmers must get together on the wage question and also the number of hours to be worked on the farm, and I feel free to state, that if proper consideration is given to these matters, the farmer will get much better results. He will get better



and be better satisfied. I understand in the harvest fields in the west for the past two years nearly all the help was hired by the hour and the results were highly satisfactory.

#### FEMALE SECTION

On account of war conditions intensive training along industrial lines was given to unskilled workers, and hence we have many women who became proficient in a very short time, who otherwise would never have received training in any line. This resulted in enabling a great number of unskilled help to awake to the fact that they might make good in lines other than formerly followed by them, and that many things could be accomplished by women as well as men, if only the effort be made. In so doing good work was done.

The demand for female help increased so rapidly in this locality on the account of the necessity of replacing male help with women, both in factory and in clerical work, that a great scarcity of domestic help was the result, and now that women have established themselves in work formerly known only to men, we still have a shortage in that line.

On account of the presence of Camp Grant in this locality, we were fortunate in having an influx of female workers, but the number was not a sufficient one to enable us to fill the demands for help each day. The principal occupation which these workers became engaged in were machine work, labor in wood working shops, knitting factories, operating of elevators and a great deal of office work. In many of these places women became recognized as capable of doing much work that formerly seemed impossible for them to do, and previous to the war period, neither employer or employee would have considered it possible to have the work so well done by female workers. Many of these are now held in their positions, even at the return of the soldiers, and ample work remains to be done by both. In connection with the keeping of the camp here, we were able to supply our female applicants for office work quite adequately as a great deal of clerical work there is done by women. Between July 1, 1918, and June 30, 1919, the number of positions filled by this office was 5,421.

At the close of each day, we had many positions remaining unfilled, so a great number of female workers seemed to be unemployed. Of course many of these idle ones are women who cannot remain at one kind of work for any length of time, and others who prefer to work only a small portion of the time.

Placements of soldiers, sailors and marines since demobilization commenced December 12, 1918, to October 30, 1919:

## TABULATED LIST

Total number of cards received from camps of discharge.....	
Divided as follows:	
County of Winnebago.....	
No cards issued.....	
County of Boone.....	
County of Ogle.....	
County of Lee.....	
County of McHenry.....	
Total .....	

These were all placed but three (3) and these three men not be found. Most of these men returned by this office to their employers.

About one hundred (100) certificates of merit were issued to employers of this district, for taking back their former employees. In fact, no plant or shop refused to take back their former employees. This was arranged for before demobilization took effect, by talking to the different plants, asking them if they would take back their former employees, and there was no replies in the negative. The County of McHenry was not assigned to this district until May 8, 1919.

Activities of the Illinois Free Employment Office, Rock Island, will be more readily understood by comparison with former years. The year 1916-1917, we placed 9,117 male and female help; the year 1917-1918 we placed a total of 9,565 male and female help.

The year, 1918-1919, we placed 23,849 male and female help. The marvelous growth was caused principally by the large demand upon this office from Camp Grant. Carpenters, plumbers, electricians, painters, sheet metal workers, teamsters and laborers, in fact all kinds of men were in continuous demand and it was a problem where to get the men, but by the splendid cooperation of the County offices and the United States Employment Service, we were able to procure the necessary help to complete this great contract. At the same time, the munition plants that were working on Government contracts had to be kept supplied with labor, both skilled and unskilled. The amount of work necessary to take care of this increase was done faithfully by each State employee of this office, regardless of the time consumed in doing so or without any additional cost to the State.

## PUBLICITY

We believe in advertising our needs and wants as much as a merchant does, and we accept every chance and opportunity that is put in the daily press our requirements for skilled or unskilled labor. Also the number of positions open and I desire to thank the County of this district for the many favors that they have done this office in handling matters pertaining to employment.

## **DIVISION OF ROCK ISLAND-MOLINE FREE EMPLOYMENT OFFICE**

**FRED W. RINCK, *Superintendent***

When the Department of Labor of the State of Illinois placed one of the offices in the cities of Rock Island and Moline, it was not looked upon with any considerable degree of favor by the general public. The Manufacturer's Association had a general employment office at Moline, and nearly all of the large factories of the three cities had individual employment offices and they were all very slow to make use of the Free Employment Office or were very little inclined to believe that it would be of any particular service to them.

This, however, has all been changed. By the time war was declared, the office was serving all the manufacturing interests of this section, very acceptably and when the war came on and the demand for labor became acute, the Illinois Free Employment Office, showed itself able to handle the situation in a very satisfactory manner and from the fact that from sixteen thousand to twenty-five thousand per year were placed through this office alone, demonstrated the wisdom of those who planned and instituted the Illinois Free Employment Service.

### **AFTER WAR CONDITIONS**

At the conclusion of the war, the Illinois Free Employment Office again proved its ability to handle the labor situation.

The peculiar labor situation confronting the country after the signing of the Armistice, the consequent cessation and the closing down of a great many of the war manufacturing plants, the return of soldiers from the front and from concentration camps, produced an unsettled condition in the labor market. More than ten thousand men alone were released from the shops at the Rock Island Arsenal. Many large plants from this section were also closed down fully or in part. The most of the men released from these various industries, who were compelled to change their occupation were received and distributed again to useful trades without any delay or confusion.

### **BUILDING TRADES**

During the period of the war, there was an unprecedented demand from the building trades for laborers, and from the factories for factory workers. While we were not always able to supply all that were demanded, we assisted in such a manner, that at no time were either seriously crippled for the want of help.

## PLACING OF SERVICE MEN

Since the Armistice was signed, there have been placed in this office ten hundred and sixty-seven (1,067) returned sailors. The method of doing this has been as follows: For every sailor that was mustered out from the service, from any camp throughout the United States was requested to fill out a card, giving his name, address, his occupation, the name of his former employer, or the firm or person where he was working when he entered the service. The card also contains other information pertaining to the man. This card was mailed to the Employment Office in the district, in which the soldier or sailor resided when entering the service. Immediately upon receipt of this card, a letter was addressed to him advising him that upon his arrival home and as soon as he was able to work to report to his former employer for the position he held when going into the service, and if unable to make satisfactory arrangements to communicate with or call in person at this office, and even if his former command would be made to assist him in securing a position, if he did not report to the office after a limited time, this first letter would be followed up by a "follow-up" letter asking to know if the soldier or sailor had found employment or desired employment. More than five hundred of these letters have been mailed out of this office to returned soldiers and sailors in this district.

This office also gets into communication immediately with the former employer and informs him that the person has been released from the service and wishes to know if his old position is open and if not, in exception this office has found that the employers were willing to give the returned boy the position that he occupied when he entered the service. A large percentage of the soldiers placed are in positions or jobs different and more desirable from that filled when they entered the service. Very many men were placed through this office who came here from other parts of the State and Nation. This office has succeeded fairly well in placing returned soldiers, is evidenced by the following quotations from letters that we have in our files: Scores of such letters which have come to us voluntarily from employers attesting their appreciation of the work of this office:

"I wish to thank you for the interest you have shown in my welfare, since my discharge from the military service."

"Your letter of July 12, at hand. I appreciate your interest in the returned soldiers' behalf, very highly."

"I must thank you very much for the way you have helped me. I know how hard it is to get every soldier a position wishing you success in your field of work."

"Wish to extend my sincere thanks in your cooperation in the employment of returned soldiers, as you have more than kept your promise and duty."

## REGISTRATIONS FOR THE SHIP-YARD RESERVE

When the Government made the request of the labor offices of the country to enroll registrations for ship-building in the different ship-yards of the country, this office entered heartily into the work, with the result that six hundred volunteered registrations were received by this office, and forwarded to the department. This service called forth the following commendation from the Secretary of the Navy League:

"We feel like writing to congratulate the whole State of Illinois, and particularly Rock Island, for the splendid work, in enrolling workers for the ship-yard work. The number of enlistments is indeed amazing and speaks well for the patriotism and loyalty of the men."

THE KIND OF POSITIONS FILLED THROUGH THIS OFFICE FROM  
JULY 1, 1918, TO JUNE 30, 1919

In some quarters, the opinion seems to prevail that the Illinois Free Employment Office, is engaged mostly in supplying laborers and domestics only, but a glance over the list of positions filled during the period named above, will show almost every known occupation represented. That we have succeeded in placing male applications in positions above the grade of common labor and that there have been a very few requests made for help in highly skilled or technical positions, which we were not been able to fill, can be attested by the following figures:

Male.	Placements.
laborers	7,681
foundry and foundry hands	2,711
accountants, cashiers, clerks, etc.	192
auto mechanics, assemblers, etc.	37
blacksmiths, boiler and bolt makers	62
electricity winders	4
brick layers, carpenters, painters, plumbers, electricians, steam fitters, etc.	635
mill and lathe, machine hands, etc.	390
lightermen	23
farmers, dairy hands, and gardeners	726
leather and leather workers	20
hotel and restaurant workers	611
machinists and toolmakers	271
iron and core makers	90
metal and brass workers	59
millwrights	16
term makers	10
others too numerous to classify	2,687
Total—male placements	16,236
Female.	
cooks, domestics, etc.	1,840
waiters	16
barbers	112
seamakers	8
bookkeepers	4
factory workers	400
office workers	23
proof readers	4
photographers	69
artists	12
others not classified	100
Total—female placements	2,588
Grand total—(male and female)	18,824

Our last annual report gives a list of one thousand nine hundred and eighty (1,980) individuals, firms, corporations, etc., to whom male skilled and unskilled, laborers, were supplied by the Rock Island-Moline Office of the Illinois Free Employment Office during the period covered by the report.

This report also shows that the office was called upon to supply laborers for two hundred and thirty-five (235) different trades and occupations.

#### PLACEMENT OF FARM HELP

The Illinois Free Employment Office has cooperated with the county farm advisers, employed by the counties of this district in supplying farmers with needed help. In one year, we supplied four hundred and twenty-three (423) separate and individual farmers with male help for farm work. Our report shows that more than seven hundred (700) were placed on farms in the radius of this district during that period.

The services of the State has not confined itself to the labor needs of the cities of Rock Island, Moline, Davenport, and other immediate cities, for our records show that one hundred and twenty-three (123) cities and villages outside of the cities named above were supplied with male help through this office during the period of one year.

#### WOMEN'S SECTION

The demand for female labor for factory work through this office has not been as great as it seems to have been in many of the places to which the office has supplied, a considerable number of women for factory work. A large number have been placed in clerical positions, but the principal work of the Women's section has been to supply female help for domestic work.

Our reports show that four hundred and eighty (480) individuals, firms and corporations, were supplied with female help, skilled and unskilled. This help of course, was distributed mostly, through Rock Island and Moline.

#### THE LABOR LAWS

One of the important duties of this division is to become versed in the labor laws and its functions, especially the laws pertinent to children. When a boy or girl between 14 and 16 years of age leave school to look for work, they should know what the law of the State requires in such cases. Many employers have used this office to inquire regard to the employment of minors, the employer wanting to know the application of the law to their particular business and whenever it was possible, they have been supplied with printed copies of the law, the interpretation and ruling of the department and many friends have been gained for the office by rendering this service.

## PUBLICITY

It is the policy of this office, to keep in touch with all of the manufacturers and other business interests of the three cities who employ labor setting forth the advantage in using the service of this office to secure help. This is followed up by personal visits and telephone communications thereby keeping in close business relations with all the business of this locality, both old and new, who employ labor to any extent.

The employer is also extended an invitation to visit the office and to become familiar with the workings of the department. The office also issues weekly and monthly reports to the newspapers throughout this district, stating what the office has accomplished. The papers have given generous space to these reports and no small part of our success is due to the publicity received in this manner, and we wish to acknowledge our indebtedness to the press for its courteous treatment and friendly cooperation in the matter of publicity.

## IN CONCLUSION

We wish to give a few suggestions for the good of the service. No doubt, similar methods are already used by the other offices.

When an applicant presents himself for a position and after an examination, we find that he has the ability to fill the position he seeks, we examine our list and if the particular trade that he is qualified for is not open, we immediately burn up the telephone wires from one end to the other of the "Quad-Cities" in an effort to place him, and in nine chances out of ten, we meet with success and by so doing we demonstrate to the employer our ability and determination to serve him and after he has been called up a number of times in this manner, he gets it into his system to call our office, when in need of any special help.

Labor superintendents undoubtedly, have noticed that persons frequently receive cards of introduction, and apparently put them into their pockets to throw them away, without investigating or making any attempt to secure the position. We suggest placing a notice prominently in the office, to this effect.

## NOTICE

Persons receiving introductory cards for labor in this office, are supposed to report for work at their respective jobs as soon as possible. If, for any reason, you cannot do so, return this card to the desk for cancellation. This is the rule of the Illinois Free Employment Office and is imperative.

## DIVISION OF SPRINGFIELD FREE EMPLOYMENT C

ARTHUR D. BURBANK, *Superintendent*

Covering a war and reconstruction period in one report is a unique position that this office and other labor agencies of this city are confronted by at this time. It is needless to say that these experiences are a part of the history of the coming generation in the labor field.

The first part of this report covers the closing months of the War and a careful analysis of the situation here shows that the power of this vicinity was being rapidly diminished and an acute shortage confronted the employer. It was then that the Free Employment Service showed its worth and need in bringing the unemployed employees together in the shortest time possible. This in itself is one of the great benefits that the Free Employment Service contributed during the time meant more production and more production meant the winning of the war.

The latter part of our year's work covers the reconstruction period and this office is lending its efforts to help put the labor situation on a sound and lasting basis in this locality. The greatest difficulty of the reconstruction period has been the vast amount of construction work that has opened up, which has taxed the office to the utmost to keep the labor operation and at the same time take care of the other applications of the employers. But as extraordinary conditions cause extraordinary needs, we were able to cope with the situation very successfully. In the continuation of this, we have only to turn to our file and personal communications with those whom we serve.

Cooperation is our daily lesson. We are at all times co-operating with the various agencies and factors that we come in contact with day to day, and our success is shown by the fact that seventy per cent of our male applicants referred to positions have been employed. This is accomplished by the fact that special efforts are made to place men suitable for the positions that they are referred to for employment.

To the press, we are indeed greatly indebted, as it has been at all times, without the least hesitancy, given this office all the public support that was required. Personal solicitation for the purpose of bringing the employer and employee together is at all times in the hands of this office, but that naturally takes time, so that whenever a bit of news is on the press is called upon and they have responded in a way that is exceedingly commendable to them.



In conclusion, concerning the work performed by this office, it is sincerely believed that it is consistently and successfully gaining the confidence of employers in securing competent help for them and thereby raising the number and standard of applications from our patrons for their various wants. Our greatest difficulty is in securing female help for housework, the demand being greater than the supply. This condition is general all over this territory, and will be one of our problems to solve during the coming year.

## DIVISION OF GENERAL ADVISORY BOARD OF THE EMPLOYMENT OFFICES

A. H. R. ATWOOD, *Secretary*

F. S. DEIBLER, *Chairman*

OSCAR G. MAYER

MRS. RAYMOND ROBINS

JOHN H. WALKER

During the past year, the employment service in Illinois operated in cooperation with the United States Employment Service. Prior to the signing of the Armistice, the main activities of the service was devoted to the problem of supplying labor to the needs of the war. The General Advisory Board assisted in the assigning of its two labor investigators to aid the Chicago Labor Board, and to such other activities as were found necessary to promote the successful operation of the service. Dr. A. H. R. Atwood represented the General Advisory Board on the Chicago Community Labor Board and assisted in organizing the large volume of work of this body.

With the close of hostilities, it soon became apparent that retrenchments would result in a sharp curtailment of the United States Employment Service at an early date. In view of this impending situation, the General Advisory Board turned its attention to the reorganization of the employment service in the State, and especially to the relations that should exist between the Federal and State services.

When it became apparent that a large number of the offices that had been opened during the war would have to be closed because of lack of financial support, and because of the pressing problem of the returning soldier, the General Advisory Board recommended consultation with Governor Lowden, the enactment of an act as a measure to continue the operation of the offices in the more important cities which were not already provided with an office by the State. A bill was passed providing for five offices, and an appropriation of \$10,000 was made to maintain these offices for the remainder of the months of the fiscal year.

The question of the permanent relations between the Federal and State services was given careful consideration by the General Advisory Board. The problems growing out of the cooperative arrangement had prevailed during the war were reviewed and the board was convinced that the only satisfactory basis of operating the

vice was through centralized State administration, cooperating with Federal service in respect to interstate business and statistical reports concerning the conditions of the labor market. The views of the board were drawn up and laid before Governor Lowden, with the recommendation that representatives of the service proceed to Washington and present to Hon. Wm. B. Wilson, Secretary of Labor, and to Hon. John B. Densmore, Director General of the United States Employment Service, the position held by Illinois as the basis of continuing the joint services. Atwood and W. C. Lewman, Superintendent of Illinois Free Employment Offices held conferences in Washington with J. B. Densmore, and A. Smyth, of the United States Employment Service and secured the following memorandum of agreement between the Federal Service and the State of Illinois as the basis of future operations.

*"Memorandum in Connection with the Proposed Cooperation of Illinois State Employment Service and the Federal Employment Service."*

"After conference with Dr. Atwood and Mr. Lewman of the Illinois State Service who represent that an amendment to the existing law governing Free Employment Offices in the State of Illinois is about to be presented to the State Legislature, and at the same time the Governor of Illinois proposes to present an estimate for additional appropriation to carry on the State Employment Service in cooperation with the service of the Federal Government, I have given the assurance that I will recommend to the Secretary of Labor that—contingent upon the passage of the above mentioned measures by the Illinois Legislature, he point upon the nomination of the Governor of Illinois, as the director of the service in Illinois, the present Director of the Department of Labor of the State of Illinois; that the existing State Advisory Board of the Illinois Free Employment Offices be constituted for a State Advisory Board of the United States Employment Service and substitute for the Federal Community Labor Board the existing local Advisory Boards of the Illinois Free Employment Offices; that the cooperative service in the State of Illinois shall be known as the Federal-State Employment Service; that contingent upon appropriations being made to the United States Employment Service by Congress, an allotment be made to the State of Illinois equal to one-half of the expense of the maintenance of the service in that State.

(Signed) J. B. DENSMORE, *Director General.*"

This subject of the relation between the Federal-State Employment Services received further consideration at a general conference called in Washington April 23, 1919, by the officials of the United States Employment Service. The conference was made up of State representatives of the United States Employment Service and representatives of State services from those states that had already created free employment offices. Hon. Barney Cohen, Director of the Department of Labor, and

Frederick S. Deibler, Chairman of General Advisory Board, represents the State of Illinois in this conference. The main question considered was the form that a national system of employment offices should take. The conference favored a system jointly supported by the Federal and State Governments—the states to operate the offices under general rule of supervision laid down by the Federal service, and the expense to be divided in accordance with the precedents that had already been established in connection with the Vocational Education Law, the Good Roads Law, and the Public Health Law.

The conference appointed a committee of five to reduce, in conjunction with Mr. Densmore and his staff, the resolution adopted to draft of a bill to be presented to Congress. The committee of five appointed was composed of Dean George W. Kirchwey, Federal Director of New York, Chas. F. Gettemy, Director of State Employment Office of Massachusetts, C. R. Keilley, Secretary of the State Council of Defense of Virginia, C. H. Mayhugh, Federal Director of Ohio and Frederick S. Deibler, Chairman of General Advisory Board of Illinois.

This committee worked out in conjunction with Mr. Densmore and his staff, a bill which was submitted to Congress May 31, 1919, and was known as the "Kenyon-Nolan Bill" (House Bill 4305, 66 Con. 1st Session):

*To provide for the establishment of a national employment system and for cooperation with the states in the promotion of such system and to regulate the expenditure of moneys that shall be appropriated for such purposes.*

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to promote the establishment and maintenance of a national system of public employment offices the United States Employment Service is hereby created a bureau of the Department of Labor. There shall be a director general of such bureau who shall be appointed by the President. There shall be appointed by the Secretary of Labor a woman assistant director general who, subject to the director general, shall have general supervision of all matters relating to the securing of employment for women, and there shall also be appointed such other assistants and employees in the District of Columbia and elsewhere as shall be necessary to carry out the purposes of this act.*

Sec. 2. That it shall be the province and duty of the said bureau, under the direction of the Secretary of Labor, to establish and maintain a national system of employment offices for men, women, and juniors who are legally qualified to engage in gainful occupations; and, in the manner hereinafter provided, to assist in establishing and maintaining systems of employment offices in the several states and political subdivisions thereof, and to coordinate the public employment offices throughout the country by furnishing and publishing information as to

opportunities for employment, by maintaining a system for clearing labor between the several states, by establishing and maintaining uniform standards, policies, and procedure, and by assisting in the transportation of workers to such places as may be deemed necessary for the purpose of securing employment.

Sec. 3. That for the purpose of carrying out the provisions of this act there is hereby authorized to be appropriated the sum of \$4,000,000 for the fiscal year ending June 30, 1920, and for each fiscal year thereafter up to and including the fiscal year ending June 30, 1922; that not less than 75 per centum of the money appropriated under this act shall be allotted by the Secretary of Labor among the several states on the basis of their respective populations to be available for the purpose of establishing and maintaining systems of public employment offices in the several states in accordance with the provisions of this act. In case the sum paid over to the treasurer of any state under the provisions of section 4 of this act is less than the amount allotted to such state on the basis of population, the balance of such allotment may be reallocated by the Secretary of Labor for use elsewhere in carrying out the purposes of this act.

Sec. 4. That when any state has made or hereafter shall have made an appropriation for the maintenance of a system of public employment offices under state control and is maintaining or is prepared to maintain such system in cooperation with the United States Employment Service there shall be paid to the treasurer of such state, upon certificate to the Secretary of the Treasury by the Secretary of Labor, for the uses of the system of public employment offices in such state, an amount not exceeding the amount allotted for the current year to such state by the Secretary of Labor as hereinbefore provided and equal to the amount appropriated for the year by the state, including appropriations made by local subdivisions thereof for the purpose of maintaining public employment offices as a part of a state controlled system of public employment offices: *Provided*, that the amount so appropriated by the state shall not be less than 25 per centum of the allotment according to population, made by the Secretary of Labor for such state for the current year as provided in section 3 thereof, and shall not be less than the amount so appropriated by such state for public employment offices in the year 1918, and not less than \$5,000: *Provided, further*, that such payment to the state treasurer shall be conditional upon the conduct of the state system of public employment offices in accordance with uniform rules and regulations, and with the standards of efficiency prescribed by the Director General of the United States Employment Service, with the approval of the Secretary of Labor under the authority of this act.

That on or before the 30th day of June of each year the Secretary of Labor shall certify to the Secretary of the Treasury the amount to

be paid over for the next fiscal year to the treasurer of the state. The state shall be entitled to receive such payment under the provisions of this section. If any state shall become entitled to receive such payment under the provisions of this act at any time after the 30th day of the fiscal year, the Secretary of Labor shall forthwith certify the amount due to such state to the Secretary of the Treasury, who shall pay over to the treasurer of such state the pro rata amount. The state shall be entitled for the balance of the fiscal year to the provisions of this section.

That it shall be the duty of the Secretary of Labor to determine whether the system of public employment offices maintained by any state under the provisions of this section is conducted in accordance with the rules and regulations and the standards of efficiency prescribed by the director general in accordance with the provisions of this act. No money shall be paid over to the treasurer of any state under the provisions of this act unless it shall appear by the certificate of the Secretary of Labor that the system of public employment offices is being conducted in conformity with such rules and standards of efficiency.

Sums so paid to the treasurer of any state shall be used in accordance with the provisions of this act to supplement the funds appropriated within the state for the state system of public employment offices and shall be accounted for to the Secretary of Labor in such manner as he may prescribe, and any amount thereof expended during any fiscal year shall be restored to the Treasury of the United States.

Sec. 5. That during the current fiscal year and during the next two fiscal years the Secretary of Labor shall have authority to apportion to each state so much of the sums apportioned to such states on the basis of population and so much of the unapportioned balance of the appropriation made under the provisions of this act as he may deem proper as follows:

(a) In states where there is no state system of public employment offices, in maintaining and establishing a system of public employment offices under the control of the Director General of the United States Employment Service.

(b) In states where there is a state system of public employment offices, but where the state treasurer is not entitled to receive and use for the purposes of such system any of the moneys appropriated under the provisions of this act, the Secretary of Labor, under section 4 thereof, in establishing and maintaining a cooperative federal and state system of public employment offices, to be maintained by an officer or board and in such manner as may be agreed to by the governor of the state and the Secretary of Labor: provided, that pending the conclusion of such agreement and for not

months the Secretary of Labor may maintain in any such state a system of public employment offices under the control of the Director General of the United States Employment Service.

Sec. 6. That out of the appropriations made under this act the Secretary of Labor is authorized to employ such assistants, clerks, and other persons in the District of Columbia and elsewhere, to rent buildings in the District of Columbia and elsewhere, to purchase supplies, materials, equipment, office fixtures, and apparatus, and to incur such travel and other expense as he may deem necessary to carry out the provisions of this act.

Sec. 7. That all appropriations and unexpended balances of appropriations made to enable the Secretary of Labor to conduct a war emergency employment service and to advance to wage earners transportation to such places as may be deemed necessary for the purpose of securing employment in connection with the prosecution of the war are hereby extended and made available for the Secretary of Labor for the purpose of carrying out the provisions of this act.

Sec. 8. That the director general, with the approval of the Secretary of Labor, is hereby authorized to make rules and regulations for carrying out the provisions of this act.

Sec. 9. That the Postmaster General is hereby authorized and directed to extend to the United States Employment Service and to the system of employment offices operated by it in conformity with the provisions of this act, and to all state employment systems which receive funds appropriated by or under this act and to all cooperative Federal and state employment systems operated under agreements made as provided in this act, the use of the post office and postal facilities, including the franking privilege.

Sec. 10. That this act shall take effect immediately.

The Advisory Board has seen for some time the need for an extension of public employment service to cities and towns of less than 50,000 population, as provided in the existing law. Therefore to make this extension possible, the board had an amendment to the law prepared which authorized the Department of Labor to maintain free employment offices in cities having a population of 25,000. This amendment reads as follows:

*A bill for an act to amend section 1 of an act entitled, "An Act relating to employment offices and agencies," approved and in force May 11, 1903, as amended.*

Section 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly:*

Section 1. Of an act entitled, "An Act relating to employment offices and agencies" and in force May 11, 1903, as amended to read as follows:

The Department of Labor is authorized to establish a Free Employment Office in each city having a population of 25,000. In each city containing a population of 1,000,000 the Department of Labor may, in addition to one central office, establish and maintain branch offices. In two or more contiguous cities having an aggregate or combined population of not less than 1,000,000 offices may also be established and maintained by the Department of Labor.

Sec. 2. Because of an emergency, this act shall take effect immediately after its passage.

This bill was enacted and offices have been opened in Chicago, St. Paul, Minneapolis, and St. Louis, in accordance with its terms: Aurora, Bloomington, Decatur and Joliet.

Passing from a record of accomplishments to the future, the General Advisory Board sees three points where improvement can be made. There is need for a more efficient system, for better publicity of the activities of the office, for more applications and opportunities for work, and the compensation for service should be sufficient to hold able and competent employees in the State, thus reducing the turnover of labor in the offices throughout the State.

The clearing system should be centralized and organized under the charge of one employee, daily bulletins of unfilled opportunities should be sent to all offices in the State. Provisions should be made for phone and telegraphic communications between the offices, so that vacancies are found for these unfilled jobs, and a definite system of orders between offices devised. With the extension of the service to other cities in the State this improvement should be made within the limit of the funds available for this purpose.

Another important service which the employment office should furnish is to furnish both the employers and employees knowledge of the conditions of the labor market in the State. Specific information concerning the applications and opportunities for work throughout the State to these offices should be given the widest publicity among the employers who have need for the service. For this purpose, the Advisory Board is under consideration the publication of a bulletin, to carry on the work concerning the activities of the free employment offices and to furnish in this manner a more effective service to both the employers and employees in the State.

After all, the efficiency of the service depends upon the loyalty of the employees engaged in the work. The Advisory Board found that during the past year, the labor turnover in the State has been about 100 per cent. Labor turnover is just as disturbing in public work as it is in private work. If the service is to put this service upon the most effective basis, the compensation should be sufficient to enable competent persons to earn a living.



rk. The Advisory Board gave special consideration to this subject in preparation of the budget for the next biennium. Some improvements were made as the result of the recommendation of the board, but compensation is still distinctly below that paid for similar work in private employment. Progress in this line can be made only as fast as service of the offices proves itself to the employers and employees of State.

F. S. DEIBLER, *Chairman.*

## **DIVISION OF CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES**

**JOHN J. MCKENNA, *Chief Inspector***

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We have had a very successful year and have passed our second year without having to cause any arrests or occupy the time of the court with the business of this division. We have settled all disputes arising between complainants and owners of private employment agencies in our office.

The fact that there are complaints against the agencies does not mean anything wrong, simply means a difference of opinion between the agent and the complainant. In all such cases both sides are called to the office and the case presented. During this period all complaints between agencies and complainants have been adjusted at this office. A few cases in court.

Every agency doing business with this division is in perfect harmony with our methods, and the great number of working people who have dealings with private employment agencies have become satisfied that our division will give them prompt attention and secure immediate results by the prompt enforcement of the Employment Agency Act.

We have kept one object in view, that is, to educate the great number of working people who have to resort to the private employment agencies, that the law is their best friend. This is shown by our reports wherein every complaint received during the year has been settled to the satisfaction of both parties.

We might suggest one improvement wherein a report might be shown by each agency that would be valuable information to the public and to the Department of Labor, namely, showing the number of positions secured for applicants by private employment agencies during the year, and also showing the distribution or to where they were sent to the different states and a few other questions along these lines.

We did our best to comply with the wishes of his Excellency the Governor and the Department of Labor to maintain the highest efficiency and economy. As our reports will show that we kept well within the appropriation made to maintain the office.

### **STATISTICAL REPORT**

The statistical record of the division is as follows:

Bi-monthly reports of inspectors to the number of 2,052 were made daily reports, 13,968. Newspaper advertisements were investigated to the number of 100.

A total of 411 complaints were received, 366 of these being against agencies. Refunds were given in 336 cases, 15 complaints having no refund. In 15 cases another position was given. Forty-five complaints were of the general or miscellaneous nature.

The total amount of money refunded by agents to complainants was \$289.82.

There were 269 licenses at \$50 each issued; 19 at \$25; a total revenue of \$13,925.00 received from this source.

The following table shows the number of licenses issued and locality:

Chicago	268	Winnetka	3
Deerfield	1	Highland Park	1
Desburg	1	Reddick	1
Elmhurst	1	Shelbyville	1
Franklin	8		
Hammond	1	Discontinued	288
Harvey	1	Revoked	122
La Forest	1	Warrants issued	None
Metairie	1		

REFUNDS

complainants received full refunds of office fee amounting to.....	\$1,761.90
complainants received 50 per cent refunds of office fee amounting to..	6.50
complainants received 3/5 per cent refunds of office fees amounting to	93.50
complainants received 3/4 per cent refunds of office fee amounting to	6.00
complainants had no basis for complaint.	
complainants received another position without further charge.	

complaints against private employment agencies.  
complaints miscellaneous nature.

complainants who received full refund of office fee also received refund of railroad fare amounting to.....	421.92
Total .....	\$2,289.82

## DIVISION OF FACTORY INSPECTION

ROBERT S. JONES, *Chief Inspector*

The twenty-sixth annual report of the Chief State Factory Inspector, and second under the Civil Administrative Code, for the year ending June 30, 1919 presents a concise statement of the activities of this division in the enforcement of the State statutes under its jurisdiction.

In making the report of the Division of Factory Inspection for the fiscal year 1917-1918, the functions of this division under the Civil Administrative Code which became operative July 1, 1917 were clearly defined and this division is gratified to report that during the second year a more friendly feeling on the part of the employers and a better spirit of cooperation in the efforts of the division were noticeable.

### SUMMARY OF INSPECTION—JULY 1, 1918, TO JUNE 30, 1919

The following table shows the total number of establishments visited and the total number of inspections made in the entire State for the report year. In many cases it was found necessary to visit the same establishment many times for supplementary inspections, re-inspections or check-up before compliance with the provisions of the various laws could be enforced.

### SUMMARY OF INSPECTIONS—JULY 1, 1918, TO JUNE 30, 1919

Laws enforced.	Number of establishments visited.	Number of inspections.	Number of establishments visited.	Number of inspections.
Under the provisions of the—				
Child Labor Law, Cook County.....	44,334	52,383		
Child Labor Law, outside Cook County.....	19,970	20,014		
Child Labor Law, entire State.....			64,304	72,397
Women's Ten Hour Law, Cook County.....	18,668	23,318		
Women's Ten Hour Law, outside Cook County.....	9,126	9,148		
Women's Ten Hour Law, entire State.....			27,794	32,466
Structural Law, entire State.....			261	453
Blower Law, entire State.....			455	1,039
Wash House Law, entire State.....			397	397
Health, Safety and Comfort Law, Cook County.....	5,735	5,735		
Health, Safety and Comfort, outside Cook County.....	2,217	2,217		
Health, Safety and Comfort entire State.....			7,952	7,952
Total for entire State.....			101,163	114,709

## DIVISION OF FACTORY INSPECTION

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RESULTS OF INSPECTIONS UNDER THE CHILD LABOR LAW—JULY 1, 1918,  
TO JUNE 30, 1919

	Number of establishments visited.	First inspections.	Second inspections.	Night inspections.	Total number of employees.	Males.	Females.	Boys 14-16 years of age.	Girls, 14-16 years of age.	Violations.
<b>CHICAGO AND COOK COUNTY.</b>										
Manufacturing.....	6,434	6,434	1,899	17	448,194	328,082	110,517	4,685	4,910	1,616
Stores.....	32,512	32,512	4,982	156	175,555	115,277	56,651	2,606	1,021	2,007
Offices.....	2,172	2,172	271	4	106,287	65,242	38,628	1,976	441	147
Hotels and restaurants.....	1,975	1,975	356	11	31,405	16,217	15,130	38	20	95
Laundries, dyers and cleaners.....	1,084	1,084	286	1	11,691	4,947	6,590	42	112	98
Musements.....	121	121	23	42	1,960	1,307	574	73	6	250
Institutions.....	32	32	1	.....	2,178	587	1,584	5	2	5
Total.....	44,334	44,334	7,818	231	777,270	531,659	229,674	9,425	6,512	4,218
<b>STATE OF ILLINOIS OUTSIDE COOK COUNTY.</b>										
Manufacturing.....	3,027	3,027	.....	.....	212,748	178,848	31,721	1,208	971	135
Stores.....	14,025	14,025	.....	17	61,941	39,982	21,141	658	160	192
Offices.....	896	896	.....	1	12,864	8,185	4,504	168	7	8
Hotels.....	1,284	1,284	1	1	8,036	3,433	4,564	26	13	23
Laundries, dyers and cleaners.....	558	558	.....	.....	3,562	1,407	2,117	14	24	12
Musements.....	170	170	.....	24	1,171	821	333	13	4	28
Institutions.....	10	10	.....	.....	249	151	90	1	7	1
Total.....	19,970	19,970	1	43	300,571	232,827	64,470	2,088	1,186	399
Total for entire State.....	64,304	64,304	7,819	274	1,077,841	764,486	294,144	11,513	7,698	4,617

<b>Total number of inspections—</b>	
Chicago and Cook County.....	52,333
State outside Cook County.....	20,014
<b>Total .....</b>	<b>72,397</b>

The above table does not give all the minor details, but tables are on file in the office of the Chief Inspector giving this information in full, tabulated in such form as to readily give in detail, the results obtained by this division under the various laws.

## CHILD LABOR LAW

The number of establishments visited to enforce the provisions of the Child Labor Law in Chicago and Cook County as given in the table on file in this office as 44,334, owing to the fact that many of these establishments have been inspected more than once, the total number of children; viz. boys 9,425 and girls 6,512 must not be taken as a census. The percentage of children to the total number of workers in establishment is shown as being about 1.9 per cent.

Outside of Chicago and Cook County in the State of Illinois 19,970 establishments were inspected. It was found that 2,088 boys and 1,186 girls were employed or nearly 1.8 per cent. The total number of inspections for the entire State being 72,397, and the number of establishments visited 64,304.

## WOMEN'S TEN HOUR LAW

Reference to statistical table shows that 18,668 establishments were visited in Chicago and Cook County and 9,126 establishments were visited in towns and cities in the State of Illinois outside of Chicago and Cook County. The total number of establishments visited in the entire State 27,794 requiring 32,466 inspections; although 4,445 violations were found by the deputy inspectors it was necessary to prosecute in but 48 instances to secure compliance with the requirements of this division.

RESULTS OF INSPECTIONS UNDER THE WOMEN'S TEN HOUR LAW—  
JULY 1, 1918, TO JUNE 30, 1919

	* Number of establishments visited.	First inspections.	Second inspections.	Night inspections.	Number of females employed.	Violations.		Total number of inspections.
						No time record.	Over 10 hours.	
CHICAGO AND COOK COUNTY								
Manufacturing.....	4,763	4,763	1,744	11	108,661	587	296	
Stores.....	9,934	9,934	2,102	45	43,771	2,013	56	
Offices.....	1,646	1,646	227	1	36,530	203	7	
Hotels and restaurants.....	1,750	1,750	322	10	14,811	309	46	
Laundries, cleaners and dyers.....	478	478	165	2	6,193	85	7	
Amusements.....	68	68	6	15	598	15		
Institutions.....	29	29			1,581	7		
Total.....	18,668	18,668	4,566	84	212,145	3,219	412	23,318
STATE OF ILLINOIS OUTSIDE COOK COUNTY.								
Manufacturing.....	1,783	1,783	1		30,907	107	10	
Stores.....	5,359	5,359		2	19,245	509		
Offices.....	597	597			4,774	20		
Hotels and restaurants.....	954	954		1	4,106	134		
Laundries, cleaners and dyers.....	282	282			2,315	18		
Amusements.....	145	145		18	339	15		
Institutions.....	6	6			112	1		
Total.....	9,126	9,126	1	21	61,798	804	10	9,148
Total for entire State.....	27,794	27,794	4,567	105	273,943	4,023	422	32,466

## THE STRUCTURAL LAW

The number of jobs inspected in Chicago and Cook County under the provisions of this law was 261, involving 458 inspections, the total number of accidents reported being 28 of which only 3 were fatal. Ninety-eight corrective orders were issued and the safety of 12,237 employees looked after. Owing to existing conditions very little building was under way. There were no inspections in the towns and cities outside of Chicago and Cook County for this reason.

RESULTS OF INSPECTIONS UNDER THE STRUCTURAL LAW—JULY 1, 1918,  
TO JUNE 30, 1919

Location.	Number of inspections. Total number of jobs.		Nature of work.							Number of employees.	Orders issued.	Accidents reported.		
			Erecting.	Repairing.	Altering.	Wrecking.	Cleaning.	Painting.	Excavating.			Total.	Fatal accidents.	Non-fatal accidents.
Chicago and Cook County.....	458	261	96	24	15	2	34	80	10	12,237	98	28	3	25

## THE BLOWER LAW

Nearly the whole of the inspections under the provisions of this law are conducted by one inspector. In Chicago and Cook County 413 establishments were visited 976 times. In the State outside of Cook County 42 establishments necessitated 63 inspections. The total for the State being 455 establishments visited and 1,039 inspections being made. The number of wheels inspected is given at 3,705 of which 28 were found to be unprotected, the default in most of these cases being that owing to the nature of the work it was impossible to install safety devices. Two hundred and nine orders were issued and although many of the so-called for expensive alterations or for the installation of new systems it was not found necessary to prosecute any cases to secure compliance with the orders of the division. The number of employees safeguarded being 3,705 of which 27 were females.

RESULTS OF INSPECTIONS UNDER THE BLOWER LAW—FROM JULY 1,  
1918, TO JUNE 30, 1919

Location.	Number of establishments.	Number of inspections.	Industries.										Number of employees.		
			Job shops.	Stoves.	Tools and implements.	Beds.	Fixtures.	Cutlery and hardware.	Novelties.	Machinery and foundries.	Jewelry.	Miscellaneous.	Total.	Male.	Female.
Chicago and Cook County..	413	976	100	4	13	4	51	160	23	10	4	44	3,151	3,124	27
State of Illinois outside Cook County.....	42	63	4	10	8	....	1	16	....	1	1	1	554	554	....
Total.....	455	1,039	104	14	21	4	52	176	23	11	5	45	3,705	3,678	27

## RESULTS OF INSPECTIONS UNDER THE BLOWER LAW

Location.	Number of hours.			Number of wheels.			Total.	Increase velocity.
	Eight.	Nine.	Ten.	Total.	Protected.	Unprotected.		
Chicago and Cook County.....	27	382	4	3,151	3,139	12	187	71
State of Illinois outside Cook County.....	.....	30	12	554	538	16	22	9
Total.....	27	412	16	3,705	3,677	28	209	80

## THE WASH HOUSE LAW

Orders for the installation of 141 wash houses were issued by the division in Chicago and Cook County and in the balance of the State 106 installations were found necessary. The re-inspections in Chicago and Cook County amounted to 110, compliance being secured. Outside of Cook County 40 re-inspections were made, 33 having fully complied with the requirements of this division and 7 instances the work required had not been finished.

During this year one man assigned especially to wash house work was each engine terminal on the system within the State of Illinois. Orders were issued covering a complete system of wash houses and the reports for each terminal in compliance with the provisions of the law. This report does not include the activities along this line, for the year practically the entire year was consumed in making the wash houses and no check up was made showing what orders had been issued. It is held out of this report, as it is our desire to make the report on this matter as soon as it is completed.

RESULTS OF INSPECTIONS UNDER THE WASH HOUSE LAW  
1918, TO JUNE 30, 1919

Location.	Inspections.	Employees.
NEW INSPECTIONS.		
Chicago and Cook County.....	141	28,595
State of Illinois outside Cook County.....	106	25,284
RE-INSPECTIONS.		
Chicago and Cook County.....	110	.....
State of Illinois outside Cook County.....	40	.....
Total.....	397	53,879



## HEALTH, SAFETY AND COMFORT LAW

In Chicago and Cook County 5,735 inspections were made under provisions of this law and in the State outside of Cook County 2,217 inspections were given. An analysis of all of the items of the orders issued for the entire State shows that those relating to building were 48; to sanitation 2,541; to power 4,097; to dangerous machinery 767 to dangerous machinery parts 13,777, a total of 23,030.

## RESULTS OF INSPECTIONS UNDER THE HEALTH, SAFETY AND COMFORT LAW—FROM JULY 1, 1918, TO JUNE 30, 1919

Location.	Total number of inspections.	Out of business.	New orders issued.	Previous items complied with.	Previous orders checked up no further orders.	Number of male employees.	Number of female employees.	Items complied with.	Building.	Sanitation.	Power.	Dangerous machinery.	Dangerous machinery parts.	Total.
Chicago and Cook County.....	5,474	255	3,209	1,314	696	224,900	62,539	13,669	1,388	1,903	3,258	630	10,778	17,957
State outside Cook County.....	2,127	58	880	961	228	47,733	6,730	7,543	413	379	754	134	2,819	4,499
Inspection outside Cook County.....	233	.....	81	79	73	2,362	1,493	.....	.....	51	.....	.....	.....	51
Chicago and Cook County.....	28	.....	28	.....	.....	10,335	1,003	.....	14	41	20	1	42	118
State outside Cook County.....	90	.....	80	2	8	15,150	478	2	33	167	65	2	138	405
Total.....	7,952	313	4,278	2,356	1,005	300,490	72,242	21,214	1,848	2,541	4,097	767	13,777	23,030

## ANALYSIS OF ALL ORDERS UNDER THE HEALTH, SAFETY AND COMFORT LAW—FROM JULY 1, 1918, TO JUNE 30, 1919

Classification.	Chicago and Cook County.	State outside Cook County.	Total.
<b>Building</b>			
1 Exits and fire escapes.....	137	30	167
2 Doors (slide) and roll.....	7	25	32
3 Stair treads.....	60	5	65
4 Handrails and toeboards.....	528	219	747
5 Openings in floors.....	51	66	120
6 Elevators, automatic gates and slant boards.....	276	54	330
7 Elevator cars.....	158	7	165
9 Proper light.....	50	30	80
11 Passageways and obstructions.....	103	7	107
12 Dangerous places.....	32	3	35
	1,402	446	1,848
<b>Sanitation—</b>			
1 Toilets.....	818	281	1,099
2 Washing and dressing rooms.....	903	205	1,112
3 Seats for females.....	12	3	15
6 Proper ventilation.....	51	.....	51
7 Remove dust and films.....	145	48	193
8 Rooms dry, clean and sanitary.....	42	1	43
9 Install or guard fans and blowers.....	16	5	21
10 Guard ovens, furnaces, vats, pans, etc.....	5	2	7
	1,995	546	2,541

ANALYSIS OF ALL ORDERS UNDER THE HEALTH, SAFETY  
LAW—Concluded.

Classification.	Chicago and Cook County.
III. Power—	
1 Engine stops or disengaging devices.....	
2 Signal systems.....	
3 Belt shifters.....	
4 Boiler and engine rooms.....	
5 Clutches, couplings and weights.....	
6 Switches and throttles.....	
7 Dynamos and motors.....	
8 Electric appliances and wiring.....	2,
9 General orders.....	
10 Eccentrics and crank shafts.....	3,
IV. Dangerous machinery—	
1 Hydro extractors.....	
2 Mangles, rolls, drums, crushers and tumblers.....	
3 Band saws.....	
4 Circular saws.....	
5 Planers.....	
6 Shapers.....	
7 Jointers.....	
9 Stickers and mortisers.....	
10 Trip hammers, bulldozers and shears.....	
V. Dangerous machinery parts—	
1 Flywheels.....	1,
2 Punch and drill presses at point of work.....	
3 Planer and shaper beds under platen.....	
4 Pipe machines and turret lathes.....	
5 Gears.....	1,
6 Belts and pulleys.....	3,
7 Sprocket chains and conveyors.....	
8 Shafting and roll bearings.....	
9 Exposed set screws and boltkeys.....	
10 Emery wheels.....	
11 Cranes.....	
12 Cutters, feather and leathersplitters.....	
Total.....	10, 18,

VENTILATION INSPECTIONS UNDER SECTION 11 OF THE  
AND COMFORT ACT—JULY 1, 1918, TO JUNE

Chicago and Cook County.	Number of establishments visited.	Number of work-rooms inspected.	Number of employees.	Re-inspections.	Compl.
New inspections.....	81	91	3,755		
Re-inspections.....	152	171		73	
	233	262	3,755	73	

## ADDITIONAL TABLES

Analysis of all orders under the Health, Safety and the subject matter is included under Health, Safety and on page 53.

*Ventilation inspections* are included in Health, Safety and Comfort table page 53.

*Occupational Disease Law.* Under the classification "A" lead poisonings the number of firms reporting or reported is 216. Fifty-six cases were reported as being sick, a complete diagnosis of each case being given. Class "B" other poisonings 95 firms reported or were reported the number of sick being 14 a diagnosis accompany each case. The table shows that a monthly average of 8,546 workers were examined in the various industries coming under the provisions of this law, a total for the year of 102,548 employees.

*Inspections.* A comparative statement for the years 1915-1916 and 1916-1917 with the two years 1917-1918 and 1918-1919.

*Prosecutions.* Four hundred and seventy-five cases were disposed of as follows. Convictions for Chicago and Cook County 208 a total of fines and costs of \$2,574.50. In towns and cities outside of Cook County 158 convictions resulted in fines and costs of \$1,887.60. Cases discharged in Cook County 57 and outside of Cook County 3. The number of cases nolle prossed being 49 in Chicago and Cook County there being no cases nolle in the balance of the State.

**ACCIDENTS REPORTED DURING THE FISCAL YEAR JULY 1, 1918, TO  
JUNE 30, 1919**

Fatal accidents.	Non-fatal accidents.	Total.	Machinery.	Other causes.	Total.	Time lost—days.
10	153	163	38	125	163	4,045

**ANALYSIS OF ACCIDENTS**

	Machin- ery.	Other causes.		Machin- ery.	Other causes.
<b>Head—</b>			<b>Legs—</b>		
Eyes.....	2	12	Ankle.....		8
Face.....	2		Feet.....	3	26
Head.....	3	3	Toes.....		3
	5	15	Knees.....	1	5
			Thigh.....	3	2
<b>Arms—</b>			Legs.....	1	11
Fingers.....	15	23		8	55
Hand.....	3	8	<b>Hernia—</b>		
Arms.....	2	10	Rupture.....		3
	20	41			3
<b>Body—</b>			<b>Machinery accidents.....</b>		38
Back.....	2	5	<b>Accidents from other causes</b>		
Chest.....	3	2	<b>than machinery.....</b>		125
Shoulder.....		4	<b>Total.....</b>		163
	5	11			

OCCUPATIONAL DISEASE REPORTS, SECTION 4 OCCUPATIONAL DISEASE LAW, CLASSIFIED BY INDUSTRIES—JULY 1,  
1918, TO JUNE 30, 1919

Industry.	Number of employees reported on for—																											
	July.		August.		September.		October.		November.		December.		January.		February.		March.		April.		May.		June.					
	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.	Sick.	Well.				
"A"—Lead poisoning—																												
White lead.....	4	288																										
Smelting and refining.....	42	3,084	1	2,425																								
Manufacturers of paint.....	27	406		357																								
Manufacturers of storage batteries.....	13	186		205																								
Manufacturers of tinware.....	7	309		307	1																							
Manufacturers of car seals and bearings.....	5	311		288																								
Telephones and switchboards.....	4	142		138																								
Painting.....	106	2,136	1	1,363																								
Electricians.....	2	65		63																								
Wallpaper and oilcloth.....	4	22		23																								
Enameling.....	2	32		35																								
Total class "A".....	216	7,6175	2	5,187	1	5,995	4	5,655	5	6,003	2	5,894	7	5,907	9	5,853	3	6,160	6	5,934	9	5,996	1	5,268	1	5,268		
"B"—Other poisonings—																												
Arsenic, Paris green, etc.....	2	575	1	369																								
Brass founders (a).....	60	5,170		1,873																								
Spinners and polishers (b).....	19	476		494																								
Plating and electroplating.....	10	70		61																								
De-scale mania.....	1	8		8																								
Galvanizing.....	3	33		34																								
Total class "B".....	95	5,2732	1	2,842																								
Total.....	311	12,8907	3	8,329	1	8,654	5	8,264	6	8,529	2	8,570	8	8,612	11	8,567	3	8,893	7	8,812	9	8,716	2	8,363	3	7,731		

# DIVISION OF FACTORY INSPECTION

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## RESULTS OF PROSECUTIONS—FROM JULY 1, 1918, TO JUNE 30, 1919

Chicago and Cook County.	Number of cases.	Fines.	Costs.	Total fines and costs.
Labor Law.....	180	\$1,080.00	\$1,070.75	\$2,150.75
Men's Ten Hour Law, Section 1.....	8	155.00	77.00	232.00
Men's Ten Hour Law, Section 5.....	17	61.00	80.75	141.75
House Law.....	2	10.00	20.00	30.00
Health, Safety and Comfort Law.....	1	10.00	10.00	20.00
Total.....	208	\$1,316.00	\$1,258.50	\$2,574.50
			Cases dis- charged.	Cases nolle prossed.
Labor Law.....			44	28
Men's Ten Hour Law, Section 1.....			1	1
Men's Ten Hour Law, Section 5.....			6	
House Law.....			1	17
Health, Safety and Comfort Law.....			1	
Total.....			57	49
State of Illinois outside Cook County	Number of cases.	Fines.	Costs.	Total fines and costs.
Labor Law.....	135	\$866.00	\$744.95	\$1,610.95
Men's Ten Hour Law, Section 1.....	6	49.20	40.40	89.60
Men's Ten Hour Law, Section 5.....	17	101.00	86.05	187.05
Total.....	158	\$1,016.20	\$871.40	\$1,887.60
			Cases dis- charged.	Cases nolle prossed.
Labor Law.....			3	
Total.....			60	49
	Total con- victions.	Total fines.	Total costs.	Total fines and costs.
	366	\$2,332.20	\$2,129.00	\$4,462.10

## COMPARATIVE REPORT OF CERTIFICATES ISSUED FOR THREE YEARS

Since the new Child Labor Law became affective, July 1, 1917, the number of certificates issued in the State of Illinois has decreased, as shown by the following table.

### CERTIFICATE ISSUED IN ENTIRE STATE

July 1, 1916, to July 1, 1917—Old Law.....	27,284
July 1, 1917, to July 1, 1918—New Law.....	24,046
July 1, 1918, to July 1, 1919.....	25,325

Under the provisions of the new law practically all certificates issued are reported to this department, while under the old law this was not so

carefully done, consequently the certificates issued greatly exceeded the number reported up to July 1,

It is safe to estimate, that an actual reduction in the employment of children in Illinois for July 1, 1918, or what would be termed the war p

#### SUPERVISION OF THE ISSUANCE OF EMPLOYMENT

The issuing of certificates is carefully supervised, every duplicate coming into the office is carefully checked. The issuing offices are immediately notified of all errors. Deputies are instructed to visit issuing offices in their districts, and reports are made to this office, as to the condition of the blanks furnished to the deputies for this purpose. The office keeps in touch with the issuing officers, and the school authorities, effecting better cooperation.

#### PHYSICAL EXAMINATIONS UNDER THE CHILD

One of the greatest benefits derived from the physical examination provided by the following table of the certificate issuing offices in public schools which shows the disposition of 2,035 cases where children were refused certificates on their first examination of physical defects.

#### EMPLOYMENT CERTIFICATE DEPARTMENT—MEMPHIS REPORT JANUARY TO JUNE, 1919, IN

	Jan.	Feb.	Mar.	A
Nose and throat findings, acute and chronic	5	65	71	
Defective hearing, discharging ear				
Defective teeth	47	53	60	
Defective vision	66	83	59	
Skin pediculosis	41	20	17	
Malnutrition, undersize and weight	27	32	23	
Cardiac findings	38	16	35	
Pulmonary findings			3	
Thyroid enlargement with toxic symptoms	74		3	
Sub-normal				
Malformations, deformations	2			
Total	300	269	271	

Total number holds	
Total number re-examinations	
Total number first examinations	
Total number second examinations	
Total number cases cleared	
Total number pension cases	

Total examinations

The majority of these physical defects were easily corrected in childhood, but if permitted to come more serious in time, but correcting them at that time would be able to meet life physically fit.

## **DIVISION OF INDUSTRIAL COMMISSION OF ILLINOIS**

CHARLES S. ANDRUS, *Chairman*

PETER J. ANGSTEN

ROBERT EADIE

JAMES A. CULP

OMER N. CUSTER

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In our last annual report we noted the fact that 37 states of the United States had adopted a workmen's compensation law. Since that time four additional states, Virginia, North Dakota, Missouri, and Tennessee have enacted such legislation, making a total of 41 out of the 48 states of the Union now having such legislation.

Unfortunately this does not mean that all of the workingmen in these states are protected by a compensation law. In only eleven is the law compulsory, and in none of these states are all employments covered. The percentage of workingmen thus covered ranges from 99 per cent in New Jersey, to 30 per cent in New Mexico, according to the most reliable statistics; Illinois comes about midway with 55 per cent. While these figures are not exact, they are accurate enough to illustrate the principle involved.

The Workmen's Compensation Act was amended in several important respects by the last General Assembly. The employees of the State, city, county, town, township, incorporated village, school district, or any other political or municipal corporation were placed automatically and without election under the Act.

In cases of total dependency, the husband, child or children were included among the beneficiaries, the former Act applied as to total dependency only to parents. In cases of partial dependency, the words, "child or children" were added to the paragraph which formerly included only parents, grandparents or grandchildren. Where in death cases there are no dependents and an allowance of \$150.00 only is made for funeral expenses, the paragraph was amended so that this may be paid to the undertaker or person or persons incurring the expense of burial.

A situation alluded to in our last annual report was also remedied. We spoke in that report of the useless expense of administration in death cases. The amended Act provides that the Industrial Commission shall designate the beneficiaries, and the respective amounts they shall receive, thus rendering administration unnecessary. Adminis-

tration is provided for only when the beneficiaries live outside of the United States.

The limitation of eight weeks time, and \$200.00 in amount, of the employer's duty to furnish medical and hospital services, is removed to the extent that the employer must pay the medical and hospital bill for such length of time as it is necessary for the employee to remain in the hospital. The waiting period of one week, during which time no compensation is payable, is removed when the incapacity for work continues for a period of four weeks from the day of injury.

The permanent and complete loss of use of both hands, both arms, both feet, both legs or both eyes, as well as their actual loss, as provided by the Act of 1915, shall constitute total disability. The minimum compensation is increased from \$6.00 to \$7.00 per week, \$8.00 where there is one child under 16, \$9.00 where there are two and \$10 where there are three.

When the decision of the arbitrator becomes the decision of the Industrial Commission because no petition for review is filed, the Circuit Court does not have jurisdiction to review such award. The Industrial Commission shall not be required to certify the record of proceedings to the Circuit Court unless the appealing party shall pay 5 cents per 10 words for testimony and 3 cents per 100 words for other matters contained in such record. This fee has heretofore been charged and this provision was added that there might be no question of the authority of the Industrial Commission to compel the appealing party to pay the actual expense of furnishing the record.

Judgments and orders of the Circuit Court can only be reviewed by the Supreme Court upon writ of error when the Supreme Court shall order such writ to issue, with a provision in regard to the time when such application must be made. The bond filed with the praecipe for writ of certiorari in the Circuit Court shall operate as a stay of the judgment until the time has passed within which an application for writ of error can be made to the Supreme Court, and until the court has acted on such application. The provision the decisions of the Industrial Commission may be reviewed by the Circuit Court by a bill in chancery, is repealed.

In cases where there has been any unreasonable or vexatious delay of payment or intentional under-payment, the Industrial Commission may award additional compensation to the amount of 50 per cent of the compensation accrued.

In addition to the decision or award by the Industrial Commission, the new Act provides that a written agreement by the employer to pay such compensation shall, upon filing of a certified copy with the recorder of deeds of the county, constitute a lien upon all property of the employer within said county, and an additional clause is added that such lien may be enforced in the manner provided for the foreclosure of mortgages.



To the provision that no proceedings for compensation shall be maintained where compensation has been paid, unless written claim for compensation has been made within six months after such payments ceased, the provision is added, "and a receipt therefor or statement of the amount of compensation shall have been filed with the commis-

The commission is given authority upon hearing to enter an order making it unlawful for an insurance company to effect any Workmen's compensation insurance in the State where such company has been found to be insolvent or shall practice a policy of delay or unfairness towards employees in the payment of claims.

The failure or neglect of an employer to comply with the provisions of the Act or orders of the commission in regard to security is made punishable by a fine equal to 10 cents per day for each employee but not less than \$1.00, nor more than \$50.00, and each day of such refusal to comply constitutes a separate offense. An insurance company carrying the risk shall become primarily liable to pay compensation in the event the employer does not do this, and may be made a party to the proceedings, and an award entered jointly against the employer and the insurance company.

There have been pending during the past year on the calendar and docket of the Circuit Court of Cook County, 294 compensation cases which have been taken up by writ of certiorari or by bill in chancery. This number, there are 149 cases in which no final order has been entered and which are now pending for disposition in the Circuit Court. The balance of these cases have been disposed of in the following manner:

Orders of affirmances entered by the Circuit Court.....	80
Payments on awards entered by the Circuit Court.....	7
Orders entered by the Circuit Court quashing writs of certiorari....	5
<b>Total .....</b>	<b>92</b>

In 92 cases, therefore, the Circuit Court has entered orders affirming the decision of the Industrial Commission.

There have been altogether 29 cases in which the Circuit Court found some error. These cases were disposed of in the following manner:	
Number of cases remanded.....	21
Number of cases in which the award was vacated.....	6
Number of cases in which the record of the Industrial Commission was quashed.....	2
	<b>29</b>

However, the remanding of the case by the Circuit Court does not necessarily mean a reversal of the decision, inasmuch as cases were remanded for the taking of further testimony or for the correction of error. During the year, 24 cases were dismissed, 21 of them being

dismissed on stipulation and 3 for want of prosecution. The order dismissing the case in nearly every instance amounted to an affirmation of the decision of the Industrial Commission.

During the past year, beginning with the case of *Mueller v. Construction Co.*, 283 Ill., 148, the Supreme Court has handed down decisions in 64 cases, involving the construction of the Workmen's Compensation Act. Of this number, 31 were appealed from the Circuit Court of Cook County, and of this number, the Supreme Court affirmed the Circuit Court in 25 cases and reversed it in 6. Thirty-two cases were appealed to the Supreme Court from decisions of the various Circuit Courts outside of Cook County. In these cases, the Supreme Court affirmed the judgment of the Circuit Court in 20 cases, and reversed it in 12. Of the above cases, the Circuit Court reversed the decision of the Industrial Commission in two instances, which action was affirmed by the Supreme Court, and in two other cases where the Circuit Court was reversed, the Supreme Court virtually affirmed the decision of the Industrial Commission, because the reversal of the Circuit Court was for an error in practice by the Circuit Court.

In five cases in which the Industrial Commission refused to make an award, the Supreme Court affirmed both the Industrial Commission and the Circuit Court. One case went up from an order entered in the Circuit Court remanding the cause to the Industrial Commission and the Supreme Court held that as the order entered in the Circuit Court was not a final order, the writ of error could not be sustained by the Supreme Court, and therefore dismissed the writ.

The Supreme Court, during the past year, handed down several important decisions, bearing on the administration of the Workmen's Compensation Act. In the case of the *Union Bridge and Construction Co. v. Industrial Commission*, 287 Ill., 396, the Supreme Court held that the Act had no extra-territorial effect. Where an employee, who previous to his employment has lost an arm, loses a leg, as the result of an accident arising out of and in the course of the employment, he is entitled to compensation for total, permanent disability. *Wabash Railway Company v. Industrial Commission*, 286 Ill. 194. This decision was one of far reaching results, so far as the operation of the compensation act was concerned in Illinois and the construction placed upon the provision, giving the workman compensation for total permanent disability, was a departure from the construction placed upon the Act by the Industrial Commission.

Another decision of far reaching results handed down by the Supreme Court was the holding in *Spiegels House Furnishing Company v. Industrial Commission*, 288 Ill., 422, in which the Supreme Court departed from a long line of decisions holding that a coroner's verdict was admissible as evidence, and in which they declared that it should be no longer the policy of the State of Illinois that a coroner's verdict

admissible as evidence in civil suits for the purpose of establishing liability against any individual.

For a long time, it has been the practice of the Circuit Court on a writ of certiorari to enter a money judgment where it found no error of law under section 19 (f) of the Workmen's Compensation Act. The Supreme Court has recently held that under the Act, the Circuit Court can only affirm the decision of the Industrial Commission or remand the case to the commission for further hearing, and that it has no power to enter a money judgment under section 19 (f) of the Act.

The number of applications for adjustment of claim filed for the year from July 1, 1917, to June 30, 1918, was 3,731; the number filed for the year from July 1, 1918, to June 30, 1919, was 5,696, an increase of 52 per cent. It goes without saying that the work of the commission has been greatly increased by this additional number of cases filed. During the preceding year the number of petitions for review filed in reference to the total number of cases was 22, per cent during the last year it was increased to 24 per cent. Below is given in more detail, further information in regard to the number of cases handled:

#### ARBITRATIONS

Number of arbitrations filed, July 1, 1917, to July 1, 1918.....	3,731
Number of arbitrations filed, July 1, 1918, to July 1, 1919.....	5,696
Percentage increase.....	52%
Number of cases in which compensation for <i>temporary total disability</i> only was awarded.....	583
Number of cases in which compensation under paragraphs (c), (d) and (e), of section 8 <i>ONLY</i> (specific loss, disfigurement, loss use, etc.) awarded.....	223
Number of cases in which compensation for <i>temporary total disability</i> and under paragraphs (c), (d) and (e) of section 8 <i>BOTH</i> awarded..	1,722
Number of cases in which compensation for <i>death</i> only awarded.....	341
Total cases in which compensation awarded.....	2,869
Amount of compensation awarded class 1 (see above).....	\$ 103,893.10
Amount of compensation awarded class 2 (see above).....	219,181.71
Amount of compensation awarded class 3 (see above).....	
(a) Temporary total.....	\$ 275,987.46
(b) Other than temporary total.....	1,066,913.08
Total class 3.....	1,342,900.54
Amount of compensation awarded class 4 (see above).....	1,130,929.51
Total compensation awarded all classes.....	\$2,796,904.86

#### LUMP SUMS

Number of lump sums filed, July 1, 1918, to July 1, 1919.....	3,014
Number non-fatal cases in which lump sums awarded.....	2,051
Number fatal cases in which lump sums awarded.....	308
Number of cases in which lump sum granted.....	2,359
Number of lump sums rejected.....	193
Number of lump sums dismissed, continued generally or pending decision....	655
Amount of compensation granted in lump sum (non-fatal).....	\$1,146,227.00
Amount of compensation granted in lump sum (fatal).....	721,536.82
Total compensation granted in a lump sum.....	\$1,867,763.82

## REVIEW CASES

Total reviews filed July 1, 1918, to July 1, 1919.....	
Cases on Review disposed of by commission. (This includes de-	
missals, etc., all cases where the commission entered an order	
Review cases pending (includes petitions waiting to be set—and t-	
ent set up for the commissioners to hear).....	
Review cases dismissed before coming to a hearing.....	
Percentage of cases reviewed (per cent).....	

We have endeavored, as far as possible, this year to make recommendations of the Statistical Committee of the National Association of Industrial Accident Boards and Commissions. For the first time we have computed the amount of compensation to be paid in the future, which is important in arriving at the total cost of accidents and also as indicating that closest scrutiny should be exercised of the insurance companies, because of the fact that accidents continue over a period of years. For instance, our table shows that one-third of the total amount of compensation was still to be paid on June 30, 1919, for accidents occurring during the year 1918.

The year 1918 was more prolific of accidents than the year 1917, due to a great extent to the speeding up of industry on account of war necessities and the employment of new and unskilled men in the various hazardous enterprises. We believe too, that the insurance companies are more generally and more accurately reporting accidents and compensation payments, and we hope to see more employers in the State reporting before the end of the present year. At present only compensable accidents are reported to the State, that is, accidents causing the loss of more than one week of wages. For statistical and preventative purposes, it is our opinion that all accidents should be reported.

A system of cooperation is now being worked out with the State Inspection Division for the prevention of accidents. By giving more attention to this work, we think we will be able to prevent more accidents. No work is more important than the prevention of accidents, for the benefits allowed by compensation can only partially make up for the loss to the employee, while the prevention of the accident insures the economic benefit to the employee, the employee's family, and the community. It has been well said that an accident compensated is a misfortune, while an accident prevented is a benefaction.

For comparison we show in our separate report the results of the year 1918 as well as the report for 1918. It is our intention to show the year preceding and the current year in our annual report. The 1918 report will be made again as of June 30, 1920, and will be able to more accurately show the total compensation cost, the number of claims will have been compensated in the eighteen months ending from December 31, 1918.

The Medical Section of the Industrial Commission was established approximately two years ago. About six weeks after its existence was established, the Medical Supervisor was called into

was away for the next sixteen months, his place being filled by his assistant and several associates, who carried the work on as best could during the recent strenuous upheaval. In January, 1919, the Medical Supervisor was discharged from military service and returned to find great developments in the section—in somewhat a disorganized condition, however, on account of the cramped quarters and general disorganization which followed as a result of the rapid changes. Larger quarters were secured and a system of dictating reports of examinations instituted, instead of from notes, instituted, thus insuring accuracy and eliminating delay.

It was found that many employers and insurance companies were in effect using the Medical Supervisor as consulting surgeon and the work was piling up so it was impossible to take care of the number of cases coming before the commission. In April a change was made so that each case was examined unless sent by an arbitrator or a commissioner, except by written agreement by both parties to abide by the findings of the commission's physician. It was anticipated that this would reduce the number of cases submitted considerably, but on the contrary, the examinations continue to run at the rate of 10 to 15 a day. The following is an analysis of the cases submitted to the Medical Supervisor for the year ending June 30, 1919:

Referred by Commissioners.....	144	* Referred by Stipulation, settle on	
Referred by Arbitrators.....	395	basis of Medical Director's	
Referred by Chief Examiner.....	404	findings .....	213
Referred by Security Supervisor..	16		
		Total .....	1,172

\* Covers period from Feb. 15th to June 30, 1919, only.

#### TRAUMATIC CLASSIFICATION OF INJURIES

Fractures .....	515	Burns .....	24
Cuts and strains.....	130	Traumatic amputations.....	27
Dislocations .....	123	Crushing injuries.....	147
Scalds, punctures, lacerations.....	190	All other.....	10
Scalds, contusions and abrasions.....	117		
Contusions .....	8	Total .....	1,291

#### ANATOMICAL CLASSIFICATION OF INJURIES

Head .....	193	Organs of special sense.....	155
Neck .....	515	Spine and pelvis.....	59
Trunk .....	130	Sacrum and coccyx.....	42
Limbs .....	18	Thoracic organs.....	9
Muscles and tendons.....	398	Abdominal organs.....	41
Articular sheaths and bursae.....	16	Generative organs.....	3
Nerves .....	22		
Blood vessels.....	8	Total .....	1,609

It should be noted in passing, that, while we have examined 1,172 cases, we have passed upon 1,291 injuries, some of the men having been injured in more than one place, and of the 1,291 injuries, consideration has had to be given to 1,609 conditions, several hundred of the accidents having resulted in damage to both bone and soft parts sufficient to call for their separate consideration. In these instances, of course, the classifications overlap.

These figures are somewhat misleading because settlements by stipulation which are recorded as 213, cover only a period of three months,

or an average of about 75 per month, whereas, the other examinations cover a period of a whole year.

It will be noted that at the rate of 75 cases a month settled by agreement of both parties on the findings of the Medical Supervisor, that a large number of cases are being settled without arbitration proceedings which would otherwise necessitate lengthy hearings and much expense, including the time of arbitrators, stenographers, testifying experts and lawyers.

The functions of the medical section are various. First, to estimate the extent and permanency of disabilities as a result of accident. Second, to check up on the medical treatment given injured employees and to call employers' attention to cases which have been well handled as well as to cases that have not been well handled, thereby giving the employer the benefit of impartial advice on how he can better his medical treatment and to give the doctor credit who has done good work, even though the result may not seem brilliant to the layman. Third, to suggest treatment which will further improve the condition of an injured workman. Fourth, to advise with the commission and the arbitrators in cases where it is claimed that proper treatment has, or has not, been given, or has, or has not, been accepted.

There are questions which having a very technical character and which it is practically impossible for a layman to decide without professional advice. The Medical Supervisor being free from competitive interests, is able to look at the matter from an unbiased standpoint, and to determine whether proper treatment has been given and whether further treatment for the correction of the condition is possible and necessary. It is not contemplated that the Medical Supervisor shall determine the amount of compensation payable, he merely determines the nature, extent and probable duration of physical disability. Testimony is not submitted and is not read by the Medical Supervisor—his findings are made entirely on the patient's history and physical condition. Questions of law or fact are not taken into consideration except as they bear on the physical examination and at the time of the physical examination.

A great percentage of the disputed cases which come before the commission turn upon the question of extent of disability and, regrettable though it be, it is possible for either or both the parties to produce medical men who make a business of testifying according to the legal theory evolved by the attorneys, depending on which side has engaged them. It is, therefore, manifestly impossible in many cases for the commissioner or arbitrator to get at the real facts. However, when both parties want an unbiased opinion and are willing to abide by an unbiased opinion, it is a saving of money and time to both parties to have an examination by the commission's physician, and this is being taken advantage of in a large number of cases, as has been stated.

Comparatively few expert witnesses are being called and the fact there is a medical section at the commission to review cases, has a distinct bettering effect upon the statements of outside physicians. Much as men are more conservative in making statements which will be checked up by men with professional information than they might if they were not checked up by their colleagues.

Attention is also called to the fact that a number of cases which come into the commission as permanent disabilities, have been diagnosed as curable disability, the proper treatment prescribed and the patient cured, whereas without this advice a considerable sum of money would have been paid and a cripple would have been the result, thereby saving money and time for both parties.

It is the policy of the Medical Supervisor to call attention to the need of adequate surgical care in certain industries when he deems the medical treatment being given employees of that industry improper or inadequate. Attention is called to results which are creditable and workers who are doing good work are encouraged to continue to do so. The policy of education has been followed in all examinations—the Medical Supervisor endeavoring to call the attention of the employer to where treatment has, or has not, been proper and if any corrective measure is necessary, what this should be. Attempts have also been made to explain why certain findings were made and why certain percentages of disability given.

The Medical Supervisor has also called attention to employers to the amount of money and time saved in cases where good results have been secured by proper treatment, as against the amount of money and time required by improper treatment given by medical men who are willing to work for small fees but who, in order to make a living on such small fees, are so pressed for time that they cannot give adequate care to the individual case. Attention is called to the fact that doctors are not entirely to blame for poor treatment in many cases. When an employer is willing to pay only \$50.00 for a fractured leg, a man must take care of many broken legs in the course of a month to pay his office expenses and make a living for his family, and therefore, sometimes cannot give the amount of time necessary to secure the best results, even though he is willing to do so if permitted. During the year attention has been called of employers many times to the fact that if they are employing a superintendent of a plant, they will go into his qualifications most minutely—when employing a doctor apparently the only thing they take into consideration is whether he has a license to practice medicine in the State. This is probably due to the fact that most employers do not appreciate that industrial medicine is as much of a specialty as eye, ear, nose and throat work or any other branch of medicine; that a large part of industrial medicine and surgery consists in setting bones, joints, tendons and ligaments, that these structures

are as difficult, if not more difficult to handle than any part of the body, with the exception of the nervous system; that a great deal of time and skill is necessary to bring a fracture through to the bone; that a large percentage of disability; that casts must not be removed too soon because the tissues become stiff and sore; that massage is an adjunct to surgery and cannot be considered a luxury; that it is a necessity, that massage does not mean merely rubbing, but intelligent rubbing, it means stimulation of the circulation; that the circulation in injured tissues, thereby gradually produces conditions of elasticity and function. Forceful motion of joints that are stiff is a thing which does more harm than any thing that comes to the attention of the Medical section. The Medical section which would have made complete recovery under proper treatment, changed to complete disability by attempt at forcible motion. It was not built in a day and neither can joints which are injured move in a day, and most things which are worth while are worth working for, just so, motion in a joint has to be worked slowly and tediously recovered after it is once lost.

It will be seen from this report, we believe, that the Medical section of the Industrial Commission is carrying on a program of medical education among employers and employees in order to get better conditions in the way of medical treatment, both before and after injury and following injury. It is also attempting to make necessary arbitrations and to give fair judgment of disputes between employer and the employee and fair advice to the Conciliation arbitrators regarding medical subjects.

Thus far the activity of the Medical section has been limited to Chicago—our plan contemplates the selection of committees of men in the other industrial centers throughout the State. This has not been carried out for the reason most of the men who were we have had under consideration were either in the military service or were rushed beyond their capacity caring for the practical needs of the leagues who were. Conditions in this regard are about to change and the plan will be put into effect as soon as feasible.

Below is given in detail the matters handled by the Conciliation Section as reported by the mediators:

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On July 5, 1918, the mediators were informed by the Union organization that a strike was on at the Cooper Carleton factory and a conference was immediately arranged and the matter was taken up for discussion. After several conferences this strike was ended to the factory to all. Ten men involved.

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On July 12, the Stationary Engineers of the West were informed the commission that a strike was about to take place.



power houses of the West Park System. Steps were immediately taken to get the contending parties into a conference where the matter was adjusted satisfactorily and the men were kept working without a strike.

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On July 13, the Director of Labor informed the commission that trouble was anticipated at the Dunning Institution. The mediators immediately got in touch with the situation and a few days later the controversy was settled satisfactorily to all.

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On July 14, Mayor Jones of Bloomington, Illinois, wired the Mediation Department requesting their presence at Bloomington as a strike involving a large number of men in different shops was about to be declared. The shop men at the Chicago & Alton Railroad threatened to strike, but after a number of conferences with the different officials, the anticipated strike was settled without the men leaving their work. 200 men involved.

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On August 18, the Mediation section was informed that the street car men and express drivers at Bloomington were on strike and asked assistance of the Mediation section. A conference was arranged with both sides present and at the first conference no agreement was reached. After several conferences the men agreed to return to work and the matter was sent to the War Labor Body for final settlement. 100 men involved.

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On August 22, the commission was informed that the street car men at Marion were about to strike. Steps were immediately taken to get these men into a conference. This matter apparently looked very serious. Had a strike been called a number of plants, mines, etc., would have been closed down, but after several conferences, the matter was satisfactorily adjusted and everybody pleased with the settlement. 40 men involved.

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On September 2, the attention of the mediators was called to a strike that was about to be called at the McCord Electric Company, Joliet, Illinois, and this matter was taken up with the officials of the labor organization and also with the officials of the company. In this particular instance on account of the company having a large number of war contracts, it was agreed to temporarily avoid the calling of the strike, and as far as we know no trouble has occurred in this plant. 200 men involved.

On September 14, the International Electrical Workers informed the commission that a strike was about to be called at the Clay Products Company, Harvey. The plant was visited by the mediators and the men were talked to and we again found that this company had a number of munition contracts and the men were persuaded to keep at work so as not to interfere with the Government work. No trouble has occurred since that time in this plant. 20 men involved.

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On October 12, the commission was informed of a strike of practically all the laundry companies of Chicago. Steps were immediately taken to get in touch with officials of the union and the proprietors of the laundries. After a number of conferences most of the men at the plants returned to work. The situation with this union is at the present time very good. 15 plants and 175 men involved.

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On November 1, the commission was informed that the waiters in Joliet were on a strike. The waiters have not been organized up until this time and demanded recognition of their organization. This strike lasted several weeks and it was finally settled, the women all returned to work. 50 were involved.

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On November 15, the commission was informed that the Amalgamated Meat Cutters of North America were about to call a strike affecting every butcher shop in the city of Chicago. On the following day the officials of the union attended a meeting in the Industrial Commission's office for the purpose of trying to arrange a conference with employers representing the aforesaid butcher shops. A number of conferences were held and on November 26, an agreement was signed satisfactory to all. 50 shops, 400 men involved.

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On December 14, the commission was informed that the large department stores of Chicago (outside of the Loop) were notified that the meat cutters in their stores were about to strike. They asked the assistance of the mediators to immediately get in touch with the officials of the union and requested them not to have any strike previous to the holiday season. If they could see their way clear to do this, we would be glad to take this up following the holidays and assured them that the outcome no doubt would be satisfactory. There were possibly held in these particular cases, eight or ten conferences lasting throughout December and January. 8 stores, 50 men direct, and 1,000 indirectly involved.

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On December 27, the commission was informed that the waiters in all of the large hotels were about to strike. Steps were immediately

ken and conferences were held with a number of the employers who were finally informed that they could not grant conferences to the waiters who were members of the Chicago Waiters Association, as they did not recognize the union officials in any way. 6 hotels, 250 men involved.

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On January 15, the manager of the Murphysboro Gas and Electric Light Company called at our office and asked the mediators for their assistance in settling some trouble that was brewing at Murphysboro. The mediators immediately left and arranged a conference in Murphysboro with the men that were on strike and the officials of the company. In this particular instance it was found that there were no street cars running on our arrival. The town was in darkness, no water was available. In fact, this company supplying power and light to the town and so the surrounding territory was practically shut off from communication with any of the other surrounding towns. The town was tied up at night. Two conferences were held on that day and at 2:40 p. m. the agreement was signed and the men returned to work. The settling of this strike necessitated a trip to Springfield a few days later, by the men, the company, and the mediators, to testify before the Public Utilities Commission in regard to the settling of this strike. 40 men were directly and 2,500 men indirectly involved.

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On January 23, the strike at the Hotel LaSalle was settled satisfactorily to all.

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On February 3, a conference was called with a number of large department stores and the officials of the Amalgamated Meat Cutters of North America and after a conference lasting practically all day an agreement was reached whereby the men remained at work and both sides were apparently satisfied with the settlement. 3 stores and 25 men involved.

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On February 5, the Machinists Organization affiliated with the American Federation of Labor informed the commission that a strike was on at the Cruver Manufacturing plant, Chicago, and asked assistance of the mediators. This matter was taken up with the employers who refused to meet the men except as individuals. No progress was made in this case. 125 men involved.

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On February 7, we were informed that the Right Works Company of Chicago were on strike and employers at this plant were talked to but we have been unable so far to arrange a conference. 100 men involved.

On February 8, the Excelsior Motor Company's employees were on strike and the officials requested the mediators to try and arrange a conference. They also requested the Federal Mediators for their help. The attorney for this company informed us that at the present writing the officials of the company did not care to meet with their employees. The Federal Mediators were likewise so informed. No progress has been made so far in this case. 800 men involved.

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On February 11, the commission was informed that a strike was about to take place in the newspaper offices of Chicago. Representatives of the men employed asked for a conference with the Mediation Section. The matter was gone over thoroughly and they were advised as to just what procedure to follow. On February 15 another conference was held with the same committee. Matters were progressing very favorably toward a settlement. The matter was finally adjusted on March 4.

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On February 21, the department stores of the west side of Chicago informed the commission that certain employees in their stores threatened to strike if certain demands were not complied with. A conference was called, which was held the same day. After several hours it was finally agreed to meet on February 27. The contending parties were brought together and the strike satisfactorily adjusted on this date.

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On March 1, the commission was informed that the strike with the Eli Dry Goods Company, Mascoutah, Illinois, involving 50 people was called and they asked the Mediation Section to take some action. The mediators immediately got in touch with the above named company and after several talks with them informed this section that they were moving their plant to St. Louis.

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On March 4, the Department of Labor requested the mediators to investigate the strike at the Schwinn plant. This was immediately done and on March 5, the contending parties were brought together and it was partially agreed that arbitration would be the best method to settle this controversy. About 1,200 men were involved. After considering this matter in conference for several hours, the question of another plant, the Excelsior Motor Company of Chicago, which employed 800 men was considered. It was apparent that the men from both of these plants, which were in the same line of business, were having their meetings together, the men of both plants belonging to the same union. On March 6, the union took up the matter of both companys' office in regard to arbitration. Arbitration was agreed to, providing the officials of the

elsior Company would agree to do likewise. The same man was president of both corporations. Another conference was held with the officials on March 10, when the employers refused to arbitrate the questions involved at the plants, claiming that they were working full-time. The company thereupon started men to work at the Schwinn plant and any man applying was put to work. Both places were guarded by the police department. The strike today is still in progress.

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On March 14, the commission was informed that the employees of American Car and Foundry Company, numbering 800 men and women were on a strike and on March 15 a conference was arranged and an agreement signed whereby the employees returned to work on March 16. The settlement of this controversy gave to those employees a complete recognition of the organization, also a steward in every department.

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On March 20, the mediators were informed that the Clothing makers employed by the following firms were on a strike, involving about 1,000 men and women: Eagle Heimer Stern Company, Kuppenheimer & Company, Rosenwald & Weild, Kuh Nathan & Fischer, A. J. Baker & Cohn, Abt & Sons, Leopold Solomon & Eisengraff, Hirsch, Keweenaw Wire Company, Schoenberg Bros., Hoffman Bros., Meyer Brothers. A number of the plants were visited and also the strikers were lined up at difference points, each side was very determined and insisted that they were right and it was found it was an utter impossibility to get the contending parties together. The companies took out an injunction covering each individual plant and the strikers picketed as usual. After a long drawn out strike, the matter was settled in favor of the union on April 28.

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On April 7, the commission was informed that the cigar makers of LaPreferencia Company, Chicago, were on a strike. This also was found to be a very bitter controversy. An injunction was issued and usual picketing took place. Employers refused any conferences saying they wanted to fight it out. The strike is still in progress to this date.

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On April 23, the mediators were informed that the employees of the Stewart-Warner Speedometer Company, were on a strike, and immediately took action for arranging a conference between the contending parties. On April 24, a conference was held, which lasted practically all day, the company's offer could not be accepted by the men. The offer would be accepted only after the vote by the union. The men were out not quite thirty days. The strike was settled on May 20.

On May 2, the Laflin Machine Company employ and on May 3, the matter was taken up with the afor refused to meet any committee representing the men in progress.

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On May 3, the commission was informed that t Hanna Engineering Company were on a strike and assistance of the mediators. A conference was ara ployers and their case was stated. The employees w talked to, and after a number of conferences lastin strike was settled. About 150 men involved.

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On May 5, the commission was informed that Company, of Streator, were on a strike. The media and talked to the men and the officials. Another cor Chicago and the president in Chicago was visited an ferences the matter was settled satisfactorily on Ma volved.

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On May 6, the mediators were informed that Workers at Coal City were on a strike. The mediat in touch with the situation and the strike was sati May 7, the men returning to work on May 8.

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On May 14, the mediators left for Rockford, to of the furniture and machinists strike, involving ab strike had been in progress seven weeks. The Go have tried to settle this controversy, also the official of Labor, each of whom failed. A conference was l sentatives of the employees and also with the may with representatives of the employers. On May 17 turned and the strikers voted to return to work o mediators.

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On May 15, the milk drivers of Chicago went o ences were held with the employees and with the ences were also again held with both parties on May apparently stubborn in this particular matter. The ator was also working on this case and as he was wor lines as the mediators of Illinois, it was thought best this particular case the Government mediator was su the parties together and the strike was settled.

On May 22, the American Car and Foundry Company employees, living about 800 men again went on a strike and on May 23 conferences were held with the company's officials and also with the men. The company informed the mediators they have gone as far as they could with the employees and that they were going to take out an injunction. The men involved were on a strike three times in the past year. The mediators having been successful in the two previous strikes, the company thought best to go along their own way. Considerable blood-shed took place in this particular case, one man being killed. The strike is still in progress.

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On June 3, 7, and 11, the Mediation Section was asked by the Rubber and Shoe Workers of America to adjust their difficulty with the Wholesale Shoe Manufacturers of Chicago. About 1,500 men being involved and about five plants. Conferences were held with the employers again on June 9, conferences were held. It was found in this particular case that two unions were involved. The men claiming that the men still working were the regular union, while the other claimed that the men on strike were the proper union men. It was thought best by the mediators not to interfere in a dispute of this kind. It was therefore deemed desirable to drop this particular case under the circumstances.

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On June 12, the mediators were informed that the employees of the Ton Store, Chicago, were on a strike. They immediately got in touch with both parties. The employers took out an injunction and to date no conferences have been held at which both parties were present. The strike is still under police protection and the strike is still in progress.

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On June 16, the Mediation Section was informed that the moulders were on a strike at Geneva, Aurora, DeKalb, St. Charles, Joliet and North Aurora. The different plants involved, were visited on June 20 and 23.

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On June 19, the commission was informed that there was a strike of the telephone operators in the city of Galesburg, the entire system being tied up. Steps were taken immediately to get the parties together, and after a conference with each side, a conference between the two sides was arranged for Friday, June 20. After a conference of four days, the matter was adjusted, both sides apparently being satisfied. An agreement was reached whereby the employees went back to work the morning of the 21st.

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On the 19th of June the commission was informed that there was a strike of the linemen and electrical workers for the Galesburg Union

Telephone Company at Galesburg, and after some discussion with both sides a conference was arranged, and the employees were induced to go back to work and operate under the contract that had been made some few weeks previous to that day. After the employees agreed to return to work and operate under the contract, the management voluntarily increased their wages twenty-five cents per day.

---

On Friday, June 20, the commission was advised that there was a strike of all the culinary workers in Galesburg. Most of the restaurants were closed and those that were not closed were being picketed by the strikers. A conference was arranged, at which time the executive committee of the employers and the executive committee of the employees met and came to an agreement with the understanding that it would have to be approved by the union. They called a meeting of the members and voted the proposition down. The commission then got the contending parties together on Monday morning and again later in the day, at which time an agreement was reached, all restaurants being opened the following day with the exception of one, the exception being the depot lunch room at the C., B. & Q., Railway, which is now operating with non-union help. Efforts are being made to clean the entire situation up.

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On June 21, the box makers of Chicago went on a strike and the mediators immediately got in touch with the parties to arrange a conference. This conference will be held within the next day or two.

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On June 24, the department was informed that a number of the city division of the city of Chicago were on strike. The Hon. W. Hale Thompson, mayor, and the commissioner of public works, also the chairman of the finance committee, were visited and talked to, and also the representatives of the strikers. The situation in this particular strike was found to be somewhat peculiar. It was found that the Legislature had, through the passage of a certain bill, made it possible for the city of Chicago to get more revenue. Apparently the different unions whose men were on strike in the city hall, were of the opinion that unless they struck, that they could not get a raise in wages, at least as much as they expected, therefore the strike was called. The same matter was again taken up on the 25th.

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On June 26, a meeting was held in Aurora of the employers of the striking molders employed in Aurora and all of the surrounding towns. At this conference it was agreed to meet with the striking employees on June 30.



On June 27, the question of settling the strikes with the city employees of Chicago was again taken up. A number of unions involved given certain substantial increases and voted to return to work.

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On June 28, a conference was held with the United Shoe Workers of North America, who have been on a strike for several weeks, number of plants in Chicago. No progress in this particular case been made to date.

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On June 30, a conference was held in Aurora between the employers of the Fox River Valley and representatives of the striking employees. Agreement was finally reached which was to be voted on by the union following day.











# THIRD ANNUAL REPORT

OF

# The Department of Labor

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July 1, 1919

TO

June 30, 1920



BARNEY COHEN, Director

BURT C. BEAN, Assistant Director

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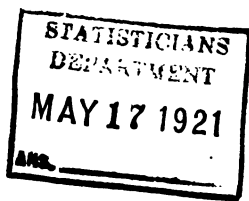
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# THIRD ANNUAL REPORT

OF



# The Department of Labor

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July 1, 1919

TO

June 30, 1920

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BARNEY COHEN, Director

BURT C. BEAN, Assistant Director

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## LETTER OF TRANSMITTAL

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*To the Governor:*

In compliance with the provisions of the Civil Administrative Code, I have the honor to submit to you the accompanying report of the Department of Labor for the fiscal year, July 1, 1919 to June 30, 1920. The report covers briefly the activities of the various divisions of the Department during the fiscal period.

Respectfully submitted,

BARNEY COHEN, *Director.*



STATE OF ILLINOIS  
**THE DEPARTMENT OF LABOR**

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BARNEY COHEN, *Director*

BURT C. BEAN, *Assistant Director*

V. C. LEWMAN, *State Superintendent of Free Employment Offices*

**DIVISIONS**

**DIVISION OF LABOR STATISTICS**

BURT C. BEAN, *Acting Secretary*

**CHICAGO FREE EMPLOYMENT OFFICES**

CHARLES J. BOYD, *General Superintendent*

**EAST ST. LOUIS FREE EMPLOYMENT OFFICE**

STEWART CAMPBELL, *Superintendent*

**PEORIA FREE EMPLOYMENT OFFICE**

THOMAS METTS, *Superintendent*

**ROCKFORD FREE EMPLOYMENT OFFICE**

PETER T. ANDERSON, *Superintendent*

**ROCK ISLAND FREE EMPLOYMENT OFFICE**

FRED W. RINCK, *Superintendent*

**SPRINGFIELD FREE EMPLOYMENT OFFICE**

LUTHER O. GERMAN, *Superintendent*

**AURORA FREE EMPLOYMENT OFFICE**

FRANK RADUENZ, *Superintendent*

**BLOOMINGTON FREE EMPLOYMENT OFFICE**

JOHN E. MATTHEWS, *Superintendent*

**DECATUR FREE EMPLOYMENT OFFICE**

DAN DINNEEN, *Superintendent*

DANVILLE FREE EMPLOYMENT OFFICE

W. J. PAYNE, *Superintendent*

JOLIET FREE EMPLOYMENT OFFICE

L. ROGERS, *Superintendent*

CHICAGO COLORED FREE EMPLOYMENT OFFICE

L. W. TUCKER, *Superintendent*

BOARD OF FREE EMPLOYMENT ADVISERS

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ROBERT EADIE

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OMER N. CUSTER

*Mediators and Conciliators:* ERNEST WITHALL, J.

## THE DEPARTMENT OF LABOR

BARNEY COHEN, *Director*

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Immediately following this report will be found the detailed reports of the various divisions making up this department. In line with the policy of conservation in an era of high prices, the reports in question have been kept to the shortest space consistent with clearness.

### DUTIES OF THE DEPARTMENT

The specific duties of the Department of Labor, as told in the two previous reports of this department, have to do with the improvement of labor conditions.

In the three years past a definite effort has been maintained to improve labor conditions by preventing as many of the ills to which labor is subject, as possible. Inspectors in the various divisions making inspections have been instructed to do constructive as well as corrective work. In fact, the principle of constructive work has not only been instituted upon but has been made the motto of the entire department. The mediators and conciliators, as told in the report of the Industrial Commission have not only made adjustment along constructive lines but have, wherever possible, laid a sure foundation for continuing employment by constructive as well as corrective work. Particularly in the handling of the employment problem has the constructive work been borne in mind.

This, it would seem, is the big result of the work of the department and stands apart from ordinary methods which are used in some cases to effect results.

### PROSPECTIVE UNEMPLOYMENT

The free employment offices have borne the strain of "over employment;" it is possible that they may be called upon to stand the stress of unemployment in the near future. Originally designed to care for the unemployed, the State free employment offices have stood up well under conditions exactly opposite—marked scarcity of labor during the time of greatest production. As production grows less—as the period of reconstruction comes on—it will be found that the State free employment offices will, it is felt sure, care for the employment problem as well as they have cared for the "over employment problem."

A by-product of the free employment system in Illinois has been the development of a considerable number of competent workers along this line—one that will be of great importance in the future.

## IMPORTANCE OF TRAINING IN EMPLOYMENT MANAGEMENT

There is little doubt that the whole industrial world is on the eve of a great forward wave in which employment matters of every kind are of supreme importance. Commercial America particularly, has been developing along production and salesmanship lines. Great attention has been paid to the development of machines which could be made to turn out vast quantities of work. This necessitated means for selling the combined product of machines and workers. In the stress for production the machine was carefully studied, but little attention being given to the worker himself. What was going on in the worker's mind—what he might do for the good or the ill of the business was considered no concern of the employer. Turnover increased rapidly—often doubling in a few months. Dissatisfaction in some cases became the rule rather than the exception.

Not until the thought was forced upon both employers and workers was it conceded that as much attention should be given to the mental side of the worker as to the physical side of the machine. It has been seen, in the free employment offices that facility in handling workers and placing them in position is based upon certain personal attributes and also upon principles of management which may be studied and acquired. In many cases employment workers have graduated from the semi-political work of the free employment office into industrial work either as placing or managing workers or both.

Employment offices of the State are, in a way, schools of instruction for workers who later take up some phase of employment management—otherwise known as "personnel work." Despite the heavy demands of industry and the large salaries offered for this class of work, many workers have remained loyal to the State and at considerable monetary sacrifice have continued in free employment work. To such workers is due the greatest appreciation from those who have come in contact with their excellent work.

## NEEDED LEGISLATION

Another year of experience in the workings of the Civil Administrative Code has shown that comparatively few changes are necessary but such changes as experience seems to indicate are vitally necessary. There seems to be some ambiguity in the wording of the law defining the exact duties of the Industrial Commission. An amendment might make the law more definite and clear by defining the relationship which exists between the Department of Labor and the Division of Industrial Commission.

There is no doubt that there should be some further extension of the Occupational Disease Act, as recommended in previous reports. Particularly there should be specific provision for compensation for diseases resulting from faulty ventilation, crowding, dusts, the handling of chemicals or the breathing of chemical fumes, and the like. Sometimes



few months' work under heavy strain in faulty surroundings may prove ill health as surely as a moment's contact with a running saw produces disfigurement. The details of such a law, it is suggested, might well be worked out by a joint committee consisting of the better side of employers, representatives of the various trades affected and physicians skilled in occupational disease.

#### FINANCIAL STATEMENT

Reference to the report of the Department of Finance—pages 17-22 will show in detail the financial condition of the department. Thanks to the hearty cooperation of the various divisions the Department of Labor has been able to live well within its appropriation and has, it is felt, secured good value for the various moneys expended in the purchase of necessary supplies.

## DIVISION OF LABOR STATISTICS

BURT C. BEAN, *Acting Secretary*

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The activities of the Division of Labor Statistics have been confined practically to the enforcement of the Rehabilitation Act. This act requires that certain information be filed with the Department of Labor between January 1 and January 15, with particular reference to the rehabilitation in industry of returned soldiers.

During the fiscal year stress was laid upon getting complete reports from the larger industries and conducting special investigations of possible cases of discrimination against returning service men. Through the various free employment offices, the inspectors of the Division of Factory Inspection and Chief Inspector of Private Employment Agencies and through the public press, it was possible to disseminate the information that there was a law on the statute books giving the Director of Labor considerable administrative powers. These powers are enumerated in the law as follows:

§ 2. The Director of Labor is hereby authorized and directed to investigate the matter of reemployment of soldiers and sailors honorably discharged from the military or naval service of the United States, in order to bring about and to promote their speedy restoration to the industrial status formerly occupied by them. To that end he shall make use of all available information disclosed by records and statistics of his office, and he shall wherever and whenever possible and practicable advise with, and mediate between, employers and such discharged soldiers and sailors and he shall cooperate with patriotic organizations in efforts to bring about a prompt rehabilitation in industry of such discharged soldiers and sailors; he shall from time to time make such recommendations to employers as shall be deemed fit and reasonable in order to advance and promote such replacements in industry as shall be most advantageous to soldiers and sailors discharged from the naval or military service of the United States.

Aside from the statistical information secured—information which is now being compiled and arranged for publication in July following the publication of this report, the specific information may be summarized as follows:

Employers are willing to report and to have special investigations made whenever necessary.

Approximately a half dozen objections have been made by as many employers—these mainly variants of, "It's another report to make out."

Investigation of special investigators on routine work showed that employers were filling out the required blanks carefully and accurately when asked to do so.

Investigations by special investigators detailed to cover special violations showed that there were three specific classes of alleged violations, those resulting from, (1) abolished positions, leaving no work of the kind; (2) division of work into two or more jobs—usually with increase of work and decrease of salary; (3) replacement by women workers.

Cases of out-and-out, deliberate refusal were small in number—in a few instances this was evidently due to the enactment and enforcement of the law.

Employers' associations have cooperated with the department in advising their members when and how to report.

## **DIVISION OF STATE SUPERINTENDENT OF FREE EMPLOYMENT OFFICES**

**W. C. LEWMAN**, *State Superintendent*

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The principal events in the work of supervision of the various free employment offices of the State have been set down by the Division of Advisory Board, pages 41 to 49, of this report. The intimate and cordial relations which existed—and now exist—between the supervisor, advisors and executive officers makes a report by one embody the opinions of all.

## ON OF CHICAGO FREE EMPLOYMENT OFFICES

CHARLES J. BOYD, *General Superintendent*

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with satisfaction that we review the events and accomplishments of the last year. The progress of the Chicago Free Employment Office has been remarkable when the employment conditions of the past are considered.

It must be remembered that the rush of war time was over. The transition period was at hand. All enterprises were endeavoring to regain their old position of steady production that had been so ruthlessly destroyed by the great World War. Many plants had to be transformed from war-time production to peace-time production. Many lines of material had been used up. Thousands of workers left this country, rendering many incapable of great productive effort. Yet, in the face of these obstacles, the Chicago Free Employment Offices went forward and established a placement record for men and women that has been unexcelled.

Following the discontinuance of the U. S. Employment Service, and cooperating with the Illinois Free Employment Offices, from the beginning of the year, the office has been doing placement work, and the closing of many offices in this city as well as reducing the number of employees in our central office. The legislature, upon recommendation of His Excellency, Governor Lowden, appropriated funds to increase the number of employees in the Chicago office from 34 to 52. It is regrettable to say, however, that the appropriations made for the individual and collective salaries were not sufficient to attract or retain capable men and women for service, and hence, there remains an unexpended balance in the office. The wages account in the Chicago office, for the fiscal year ending June 30, 1920, of \$12,824, and during the same period the turnover was enormous. This, in itself, was a great handicap, as most of the employees must necessarily be transferred and shifted to take up the work of the various departments of this office which are constantly changing by the demands of our patrons. It is pleasing to remember that the veteran employees of this office responded so capably to the demands made upon them, and so willingly assisted the management in the training and development of the many new employees. No efficient office can successfully exist, however, with a turnover as great as has been experienced in this office.

The office is proving to the public the need and worth of the free employment service in this city and State. The increasing population

and the varying conditions in the different plants and industries of this city, render it impossible for the unemployed to know the avenues open for employment. Our service is each day becoming more and more a common meeting ground of opportunity and applicant. The centralization of employment opportunities in one office is of great benefit to all because of the time saved. The time lost by the unemployed in seeking employment amounts to hours, and represents a loss to the worker and the employer in dollars and cents that cannot be measured.

Hundreds of applicants are applying to this service each year who are uncertain as to the class of employment they desire and for which they are fitted. Our experienced placement men and women are rendering a valuable service to the public, in the counsel and vocational advice they are each day giving this class of applicants. There are increasing numbers of men and women today, who, because of the wages offered in many lines of employment, are becoming dissatisfied with their own work and are coming to this office seeking a change of position. These persons are advised and directed for their best interest. This is a service of inestimable value to the whole public at a time when there is such a condition of unrest and indecision.

More experienced placement men are greatly needed by this service. Our patronage, like that of all organizations, depends entirely upon the service rendered. The salaries, as authorized by the last General Assembly, are not in keeping with the living conditions of today, and we are unable to attract or to retain men of the ability required for satisfactory placement work. Placement men should possess a wide acquaintance with the requirements of the trades or occupations of the section in which they are directing men to employment. They should be constant students of employment conditions, interested in the work, and paid a salary that will free them from the necessity of accepting after-hour employment. When it is realized that we, today, are supplying more than three-fourths of the demands made upon this office by the employers, a better understanding of the needs of this service will be had. Every effort should be made to induce the next legislature to increase its appropriations so that we may meet the competition of private employers who are constantly bidding for men and women of the ability required for this service.

The unrest and dissatisfaction now permeating all classes of labor, together with constantly increasing wages, are a part of the difficulties this office is experiencing in inducing men and women to accept steady employment. Conditions have created a new class that may be termed "shoppers" for employment. They are daily increasing in numbers and becoming more and more unreliable in accepting work.

An interesting work that is constantly being done in this office is the placement of the highly trained technical and unusually qualified class of men who are applying here. When opportunity is lacking, we

of a special letter, outlining the qualifications of these applied to the organizations of the city which our long experience has shown us have frequent need of men of the applicants' experience and training. As a result, we are today placing men in high paid positions who would otherwise be compelled to patronize private employment agencies and pay extortionate fees for service we are giving free. The consequence of our letters of inquiry is the acquaintance we have with the managers of big business, and their realization that we are furnishing not only common labor and skilled workers, but also men of executive or trained workers they may need.

Persons of this office in need of specialized workers are permitted to advertise in the columns of the daily papers for same, to be met at this office at certain hours and interviewed by employers' representatives. This arrangement affords our office some publicity and induces many new persons to visit this office who would not otherwise do so. All applicants in answer to such advertising, if not accepted by employers' representatives, are returned in the event conditions are not satisfactory to the applicant, to a department in this service handling the line of work in which they are interested. Our placement clerks then not only offer employment opportunities as are open, but also make every effort to secure satisfactory employment. Another feature of this special privilege is that it induces a higher class of applicants to apply. One of the great features of this service is an advertising fund which might be used for the benefit of many applicants for whom we have trouble in finding employment and of whose services many employers are in need. While this service has been in active operation for more than twenty years, we know that in this great city there are large numbers of employers, and large numbers of unemployed, who do not know of the service and the many advantages it offers its patrons. Publicity is needed that all may have knowledge of our experience and interested effort in the betterment of employment conditions.

The department, which is in charge of a most capable man, is doing an exceptionally interesting and needed work in the placement of the physically handicapped applying at this office in increasing numbers. The results of our efforts becoming more widely known among organizations concerned in this problem. In this connection, it is probably of interest to know that we are furnishing office space to the Survey Officer of the State Department of Public Welfare who is making a survey of existing conditions with reference to the employment of the physically handicapped persons of this State. The cooperation is very close and mutual service is being rendered. Our department is receiving much aid and information regarding the avenues of employment that are constantly opening to the handicapped worker. Many interesting cases have been handled by this department and the obstacles which seemed to have obstructed the pathway of progress

have been surmounted, the gloom that has faded the cheek and dulled the heart of the handicapped applicant has been dispelled forever and society has been benefited. By placing in permanent employment these physically handicapped, we have, no doubt, not only assisted them to help themselves, but have brought joy and comfort to family and friends interested in them.

The farm department has experienced a wonderful year, meeting the demands in a very creditable manner. Men have been directed, not only to the dairy, grain and stock farms of tributary territories, but hundreds have been sent to the harvest fields of the West. An increasing number of high school boys seeking vacation employment, have been placed where they are rendering valuable service.

The work of our common labor branch is steadily increasing. Our office, at various times, has been kept open beyond the usual hours to meet the demands of the employers for immediate help. As a result of the war, the ranks of common and casual labor have been much augmented, and today larger numbers than ever are applying for work. This common labor branch affords larger opportunities to the employers of the city to secure gangs of men numbering from a few to a hundred or more, to meet the calls exigent to their daily work.

This service has been extended by the opening of a new branch office at 344 East Thirty-fifth Street, which is the center of the thickly populated colored district. This office is in charge of a most capable superintendent, and is rendering a great service to the employers, and applicants living in that section are greatly benefited by the opening of this branch office.

There has also existed marked progress in the activities of the Women's and Girls' Department whose placements cover a wide variety of occupations and trades. Owing to the many calls for industrial workers, and the unusual conditions of the present time, it has been impossible to supply the demands for help. The factory and domestic situations have been the most difficult to cope with, notwithstanding the high wages that have been offered. On account of this scarcity, the day-worker has supplanted in many homes, the housemaid, and is receiving a wage equivalent to some of the high grade positions.

We also note with satisfaction, the increased number of clerical workers placed, which has averaged one-ninth of the total placements.



## DIVISION OF EAST ST. LOUIS FREE EMPLOYMENT OFFICE

STEWART CAMPBELL, *Superintendent*

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A free employment office is primarily intended to occupy a position midway between the employer on the one hand and the employee on the other. It should acquaint itself thoroughly with the employing public in the territory which it serves and know the wants of each unit of that public so that when an application for employment is received the qualifications of the applicant can at once be determined with reference to the unfilled position.

This office has earnestly striven to follow this very simple principle in its work for the two divisions of the public as thus indicated, and has devoted its activity in the first instance to a thorough acquaintance with all employers, both individual and corporate, within its field of action. Exact information was obtained daily of an actual or possible vacancy, in so far as this was possible, the kind of person needed to fill it, and the minimum of experience required. It was then a very easy matter to place any applicant suited to the requirements of the job, or if no application of the kind suitable was on file, then the proper party was looked for, and rarely did the office fail to meet this test of its efficiency.

We have found the public very willing to assist us in every way, and we have noted with much pleasure the growing popularity of our work. The general attitude of the employing public has been one of increasing dependence on the office for help in finding suitable employees. The man or woman out of work has been correspondingly responsive to our efforts in his or her behalf. We regard this as a confirmation of the wisdom of the State administration in founding and supporting such a medium of helpful aid to capital of whatever degree, as also to labor, either as individuals or as groups.

The conditions in the industrial situation in the particular section of country served by this office have not differed materially from those in other parts of the country since the signing of the Armistice. There was at once a decided change in the situation, the employer no longer seeking labor and willing to accept whatever offered, to the opposite condition, gradually increasing in its intensity, in which the labor sought the employer and was less critical regarding the conditions of the job and the rate of pay. This fact has been more apparent as the time of stress receded into the past and normal conditions became steadily and increasingly operative. The peak of unemployment, or of the shifting of labor, we believe has been reached and passed so that the future holds out much of promise to both employer and employee.

But it is in the matter of farm help, both as to the proper kind and in sufficient numbers, that we have found our greatest difficulty. During

the continuance of the war the tendency of this class of labor to other lines of work because of the greatly increased rates of wages, leaving farmers short-handed and absolutely unable to carry on manufacturing and other related lines of work because of the high scale. When the return tide of labor to that neglected line came, the workers were very naturally unwilling to accept conditions which would correspond to the conditions governing the farmer, with the value of all his products steadily and rapidly decreasing. But in this, as we believe is the case in all other strictly farming sections of the country, we are pleased to note evidences of a quick return to conditions agreeing with normal farm prices.

The office has been able to keep itself abreast of the changes rather violent changes employees were inclined to make in their effort to secure a higher wage at some other place or in some other line where the conditions in that, as in other respects, seemed to suit their changing fancy. By a constant study of the needs of the labor and of the capabilities of the particular employee, we were able to better both parties to the change. But it has been our policy to discourage the tendency of many applicants to give way to the momentary desire for a change, and by suggestion and friendly advice sought to train them to develop more stability of effort and to prove, in the end, far more advantageous to them than the change of fancy might promise.

The records of the office present the following data of the work of the fiscal year:

- (1) Applications received from employers.....
- (2) Number of employees asked for.....
- (3) New registrations of employees.....
- (4) Renewals of applications.....
- (5) Persons referred to positions.....
- (6) Positions filled .....

A comparison of the above figures with those submitted for the two years preceding shows that there has been a marked increase in the number of employers asking the aid of the office. There has been likewise an increasing number of registrations of employees, both of these facts inclining us to the conclusion that the office is fulfilling the purpose of its creation and that it is doing good. This is further evidenced by the increase in the number of applications, indicating the satisfaction of former patrons of the office with its work in their behalf.

We are very glad to acknowledge the cordial cooperation of the local press throughout the territory served by the office. Success would have been much restricted had it not been for the so freely bestowed by our friends of the press, and we are most grateful for this valuable aid, making grateful acknowledgment of a debt which we have also been aided very materially by many personal friends of the office, as well as by those who felt a friendly interest in the work of the office and to these we are duly grateful.

## REPORT OF PEORIA FREE EMPLOYMENT OFFICE

THOMAS METTS, *Superintendent*

Third annual report of the Peoria Free Employment Office, the Department of Labor, is hereby submitted, showing the accomplished by this branch for the year beginning July 1, 1919 to June 30, 1920.

For the past year we have taken great pains with each individual, both male and female, in interviewing them and ascertaining their ability and their fitness for the work they desired to engage in. So doing we were able to satisfy the employers, thereby securing them as permanent patrons of our local office. During the past year we have received numerous tributes and many thanks from the employers for the competent help furnished them which would prove that our efforts have been to some avail and have also been appreciated by the public.

Our men's department has supplied help during the year to the extent of 7,033 persons, the work including a great number of occupations, although a large majority of the positions filled were for some occupations requiring little manual skill.

Our women's department is doing a valuable work and the demand for help is constantly increasing. The majority of our female patrons are married women who prefer to work only a part of the day. We have listed the statistical showing of this office for the year ending June 30, 1920.

	Male.	Female.	Both.
Supplied from employers.....	4,813	8,042	12,855
Supplied for by employers.....	11,030	8,115	19,145
Applications.....	2,016	205	2,221
Placed.....	5,346	7,746	13,092
Referred to positions.....	7,199	7,919	15,118
Unemployed.....	7,033	7,853	14,886

A number of farm hands have been supplied during the past year to the farmers of this locality, which would show that the benefits of the office extend to the country as well as to the city. However, farm work has not been as plentiful this year as heretofore but we attribute this to the fact that men can earn more money in the city as the farmers are now slow and reluctant about increasing wages.

No minor strikes have occurred since the time of our last report and the office was not in any way affected by said disturbance as we did not become involved in any way and remained neutral to all concerned. However, Peoria is free from all strikes.

A vote of thanks is due the newspapers for their generosity in publishing our reports from time to time, thereby bringing before the eyes of the public the work this office is doing and undoubtedly much of our success is due to this advertising. An appropriation for advertising, however small, would be of material aid.

A survey of the work of this office discloses the fact that we have had a fair share of the prosperity which is universal throughout the country.

## DIVISION OF ROCKFORD FREE EMPLOYMENT OFFICE

PETER T. ANDERSON, *Superintendent*

During the fiscal year 1919-1920 it has been necessary to contend with many things never met before in the history of the service. Shortage of help, and the uncertain ways of a great many applying for work, which can be laid to only one thing, unrest or a mania to keep moving, were the greatest difficulties.

The wage question was paramount. If the applicant had a limited experience or no experience at all he invariably demanded the wage limit, or he would refuse the job. There were plenty of positions for those that really wanted work. A great many sent out never went to the places to which they were directed. A great many that did go to the jobs assigned, remained on the job only long enough to get a few dollars ahead and then quit. They would return to this office and ask if we had anything better to give them, and a great many very good opportunities doubtless were lost to those who failed to keep the many good positions offered.

From July 1, 1919, to the time of this report factories were very seriously handicapped for help, especially machine shop and furniture plants. Most of the demand was for skilled help. The shortage was not confined to Rockford or Winnebago County, but extended to Boone, DeKalb, Lee and Stephenson Counties. The demand for machinists, toolmakers and machine operators, cabinet makers on furniture and phonograph work and all kinds of finishing work in the furniture and piano lines was very intense.

During the month of October, 1919, building construction work began to increase. The result was a shortage of bricklayers, carpenters, sheet metal workers and construction labor. Contractors offered \$1.25 per hour for bricklayers and 75 cents to 90 cents per hour for sheet metal workers. Construction labor was paid 60 cents to 75 cents per hour. This necessarily forced wages ahead of the scale paid at that time. We were fortunate in receiving help from Rock Island, Bloomington, Aurora and Joliet offices, of the Illinois Free Employment Service. Quite a large number of laborers came here from Janesville, Wisconsin, and most of them have remained. The labor shortage curtailed the work of this division. From April 10, 1919, up to June 30, 1920, the shortage fluctuated between 520 and 928 per day, and this estimate does not include outside division orders, running from 150 to 300 more per day. A great many positions open were for mechanics of the higher order, and

the rate of wages offered was in line with the degree of knowledge and skill possessed by the workmen.

The best advertisement for this office and the service, is the selection of the right man for the right job. It is impossible to do this sometimes, but we make an effort to conduct the employment service on a sound business basis so as to bring about proper placements.

The activities and work done by this office are herewith attached in tabulation form and placements shown in the following lines of work:

#### MALE DEPARTMENT

Agricultural work .....	517
Boys .....	96
Building and construction.....	392
Chemical workers .....	5
Clerical workers .....	208
Textile .....	5
Domestic .....	140
Food products .....	15
Leather workers .....	6
Metal and machinery.....	1,242
Printing .....	6
Professional .....	11
Transportation .....	207
Wholesale and trade.....	29
Woodworking and furniture.....	327
Miscellaneous .....	192
Common labor .....	3,012
Casual workers .....	1,238
<b>Total .....</b>	<b>7,648</b>

#### FEMALE DEPARTMENT

During the month of January, 1920, the records show more females placed than males. This is exceptional, as all other monthly reports show a preponderance of male placements.

Applications for female help have undergone a radical change. Very few applicants desire work in private homes. This has made it impossible to meet the demand upon this office for this class of help. Most of the applicants applying for work want work in factories or laundries. A great many are sent out as machine operators. There has been a good demand for stenographers and typists. At present, normal conditions prevail in this line. At one time the greatest demand was for telephone operators. The local telephone office was in bad condition, owing to help leaving. The cause leading up to this was inadequate wages as compared with the high rate of wages paid by others in this locality to female help. At present, we have no trouble in placing women in this department. Instead of waiting for them to come in, we go out after them by telephone to try to satisfy the demands. We have a large demand for work from girls between the age of 14 and 16, but it is hard to place girls of that age.

The activities of the Female Department of this division are here-with presented in tabulated form:

	Employers.	Number asked for.	Regis- trations.	Renewals.	Referred.	Filled.
Clerical .....	457	598	794	113	406	353
Domestic .....	874	928	296	73	315	283
Factory and laundry .....	500	1,098	557	130	636	574
Hotel and restaurant .....	282	424	184	33	165	143
Casual .....	4,838	5,715	3,076	1,534	4,452	4,233
Telephone operators .....	7	118	34	2	33	33
<b>Total .....</b>	<b>6,958</b>	<b>8,881</b>	<b>4,943</b>	<b>1,885</b>	<b>6,007</b>	<b>5,621</b>

Total placements of Male and Female Departments for year, 1919-1920, 13,269.

#### FARM HELP

The situation since demobilization of the service men has been greatly relieved and this last year has been nearly normal or on a pre-war basis.

During the months of March and April, 1920, we had a slight shortage. There was not a shortage of farm hands, but because of wages and living conditions, applicants refused to accept work, and of those sent out not more than one-third stayed on the jobs. One farmer was supplied with sixteen men, or an average of one per week for four months and at this writing the position is still open. The number of farm hands placed according to our records is 517 during the year. These men were distributed to the following counties: Boone, DeKalb, McHenry, Ogle, Stephenson and Winnebago in the State of Illinois. A few were sent to other states; namely Minnesota and Wisconsin.

The present wages quoted in this division are from \$60 to \$100 per month, depending upon ability to do farm work.

#### REGISTRATION AND REPLACEMENT OF SOLDIERS, SAILORS AND MARINES

This work was undertaken in this office with the utmost care, every effort being made to provide the best possible work for men discharged from the service of the United States Government, and all applicants that came to us were placed. Some of these men were placed as many as fifteen different times. We were in a position to place all that came, having quite a variety of positions open and this gave the applicant a chance to select the class of work he desired. Most of this help was very satisfactory and was so reported to us by plant employment managers. A great many of these applicants were from outside of Illinois as shown by the tabulated list given below. From July 21, 1919, to June 30, 1920, we have placed ex-service men from the following places:

From Rockford and vicinity .....	322
From Illinois, outside of Rockford .....	67
From California .....	3
From Canada .....	2
From Florida .....	1
From Indiana .....	3
From Iowa .....	5
From Minnesota .....	8
From Missouri .....	5

From Michigan .....	1
From Nebraska .....	4
From New York .....	2
From North Carolina .....	2
From Ohio .....	6
From Pennsylvania .....	1
From Tennessee .....	3
From Washington .....	1
From Washington, D. C. ....	1
From Wisconsin .....	28
Total .....	465

#### TURNOVER

Turnover has increased during the past year to a remarkable degree. It is a hard problem to solve, because it is hard to get at the root of it. The cause may be laid to a great number of things. In many instances the applicants may be to blame. The Free Employment offices exist for the good they can do to the employer and employee. We earnestly strive to get the right kind of help to fill the jobs listed. We want the applicants to stick and, provided they receive the proper compensation and the working conditions are all right, there is no valid reason for workmen to be continually changing places. All are entitled to living wages and in turn should give an honest day's work. Some plants or firm managers seem to lose sight of the fact that it is easy to hire but expensive to fire help. Every day a man or woman works in a shop, factory or store, he or she becomes more valuable—a greater asset to the firm. It takes valuable time to teach new employees. Every moment or hour spent in instruction costs money and is wasted energy and must be charged to loss. Employees should not be discharged without inquiry as to their fitness to fill other positions in the plant in which they are working. A good employment manager is a valuable asset to any firm, provided he uses good judgment in his selections for the different lines of work under his charge, and it stands to reason he will not only save his employer's money, but will also cut the turnover in his plant to a minimum.

#### PUBLICITY

The press of this locality is always ready and willing to publish anything that is desired by this office and the Illinois Free Employment Service in the Rockford district is to be congratulated in having such support, as it means much to the service and the State of Illinois. If the employment service were permitted to advertise its needs in the local press at least once a week, I think it would be a great help to the service, and the cost to the State would not be very much.

All positions open are tabulated on bulletins, but applicants cannot know what positions are open unless they call at the different offices of the employment service to find out. Several times during the last year, in an effort to relieve the labor shortage, these bulletins were sent to all postmasters in eight counties in northern Illinois, with the request that they place the bulletins in conspicuous places. We had fairly good



results from this. If we had some system of advertising positions more generally, I think it would prove of great value to the employment service of the State of Illinois.

#### PROBLEMS OF YOUNG MEN WITHOUT TRADES OR PROFESSIONS

A large number of bright young men come into this office with no trade or occupation of any kind, and it seems at times an impossible task to place them. They do not want to work for small wages. Apparently, they forget that the child learns to crawl before he can walk. They do not stop to think that it costs money to teach them. We tell them we can send them to places where they can learn something worth while and after a course of training for about six weeks, they can make good money, but this does not appeal to a great many.

Some months ago two young men with no previous experience were sent from this office to a local plant to learn the molding trade. After a period of two months work, the superintendent of employment told me these young men were each averaging \$12 per day working on piece work. Opportunities of this kind are open every day, waiting for the young men to accept and the unskilled young man of today may become the skilled mechanic of tomorrow.

Often a young man who has served perhaps six or eight months in training considers himself a first class mechanic. He may be, but it is doubtful. Only in special lines of work can he become proficient in that period of time. Some have not specialized in any particular line, therefore, they are not experienced in any occupation. If a system of apprenticeship were worked out and young men started on the right path to learn machine shop work from A to Z, a reasonable time being fixed to provide a knowledge of all essentials necessary to make a first class machinist and a certificate provided at the end of the apprenticeship, it would be beneficial. It is not just to the old mechanic and the man who has given years of the best part of his life to learn his trade and become proficient in his work to allow an inexperienced young man the same rate of pay. Experience is essential in all lines of work.

This applies also to the farm. The young man of today does not think experience required on the farm. The answer to the question, "How much experience have you had on a farm?" time and time again has been "I have lived on a farm all my life." That may be so, but nevertheless it does not indicate anything. It does not make a man a farmer or a good farm hand.

It is a great problem to know what to do with inexperienced young men who enter the offices of the employment service.

## DIVISION OF ROCK ISLAND-MOLINE FREE EMPLOYMENT OFFICE

FRED W. RINCK, *Superintendent*

The unusual labor conditions that existed during the war, passed on the signing of the Armistice. The effect was felt almost immediately in this office. There was much less demand for labor, particularly for construction work, and consequently our report for the year shows a decrease in placements of about two thousand from our last report.

Of the 57,460 men and women placed through this office in the past three years from July 1, 1917, to July 1, 1920, a large number have been skilled workers and the more skilled and experienced they were, the easier it was to place them. This office has calls daily from the larger manufacturing and mercantile establishments, contractors, builders, etc., in this section for skilled mechanics, laborers, clerks, bookkeepers, cashiers, stenographers, sales people and hotel and restaurant workers.

Our greatest task is to place satisfactorily a man who has, during the rush of war work, done for a short time some particular kind of shop labor—run a lathe or a drill press, or a machine of some kind on some one or two articles. He comes to us and represents himself as a skilled workman. The foreman to whom he is sent, however, soon finds that he has only a smattering knowledge of the work and the price the company is paid to pay for his services is only slightly more than that for common labor.

We have calls on file nearly all the time for capable young men to learn some skilled occupation with the sure promise of advancement as they become competent to do the work. We have several calls from stores and business houses for young men to enter their employ and learn the business with the promise that they will be promoted as fast as they master the details. Our experience has proven that success in such cases depends on one-third natural ability and two-thirds hard work, and the average young man is not willing to stand the test.

The idea also prevails that the Free Employment Offices are mostly visited by so-called floaters, that is, a class of laborers who are drifting about, the flotsam and jetsam of labor. This in a measure is true, from the fact that during the great war activities there were extra inducements offered for laborers for certain kinds of war work and a great many men took advantage of this to leave their regular occupations and try some new place and new occupation, partly from a love of adventure but mostly from the lure of the extra wages offered. It is not true, how-

ever, that this is by any means the character of the great majority of men who pass through our offices. Those in charge endeavor to classify carefully each applicant and assign him to a position that we feel he is capable of filling, so that his placement will be mutually advantageous, both to himself and to the employer, and it gives us great satisfaction when we are assured that we have succeeded in our effort.

#### PLACEMENT OF SERVICE MEN

Ever since the Armistice was declared, under the direction of Barney Cohen, director of the Illinois Department of Labor, this office has interested itself in behalf of the boys who served in the World War, and the result has been that 1,954 soldiers and sailors have been placed in good positions, and more than 7,500 letters have been mailed out to returned boys, offering our services and also advising them that this office has communicated with their former employers and that the positions they held before going into the service were open for them. In hundreds of cases we have been notified by the employers that better jobs were open if the men desired to return. And we wish to state that our interest in the welfare of the soldiers and sailors has not abated and whenever this office has a position a soldier or sailor can fill, we have given him the preference. The office has received a large number of letters of appreciation from the men for this service.

#### PLACEMENT OF FARM HELP

The Rock Island-Moline Illinois Free Employment Office has cooperated with the County Farm Advisors of Rock Island, Mercer, Henry and Whiteside Counties in supplying the farmers of these and other counties with needed farm help. In one year 511 men were placed on farms in this district. That our services were fairly successful is evidenced by the following letter received from P. R. Edgerton, County Farm Advisor of Rock Island County:

*Fred W. Rinck, Manager, Illinois Free Employment Office, Rock Island, Illinois.*

MY DEAR SIR: I wish to take this opportunity of expressing my appreciation of the splendid way in which you have cooperated with our Farm Bureau in securing farm help. You have certainly done a hard job well. I hope our relations will continue in the future as satisfactorily as in the past.

Very truly yours,

(Signed) P. R. EDGERTON, *County Farm Advisor.*

#### SUPPLYING FEMALE HELP

There are not many factories in this territory using a large number of female workers. We are perhaps, somewhat behind other cities of the State in this respect. Notwithstanding this, this office has supplied to local manufacturers in the past year or two quite a large number of female workers.

The United States Government opened a sales store here last winter for the sale of surplus army stock, and we supplied the entire force of

saleswomen without any effort. Quite recently, also, a large firm opened a factory here for the manufacture of sporting goods. We were able in a very short time to supply them with a full force of help. When a new industry is contemplating coming to this vicinity, naturally the labor condition is one of the important considerations. Only a few days ago, a large concern, manufacturer of a certain article of ladies' wearing apparel, looked the cities over in the view of locating here. The heads of the firm, together with the representative of the Chamber of Commerce, called at this office to learn what would be the prospect of securing women workers for the factory and we informed them there would be no difficulty whatever in securing all the female help they could use.

Some department manufacturers are using more and more female help. This is particularly true of the coremaking departments of our large industrial firms. Some of them are using female workers altogether in the core department, and female help is also replacing male help to some considerable extent in other lines of work.

We have at all times a constant and steady call for female help for office and domestic work.

#### PUBLICITY

In making appropriations for expense of the labor office the legislature did not provide for any publicity work. We would suggest that a reasonable appropriation should be made available for this line of work for the office. Some of our firms, when in need of a large number have asked us to make a special drive to secure them, and at their own expense paid for newspaper advertising. If the office had a reasonable sum for newspaper advertising and transportation expenses for the officers, we think it would be money well expended.

#### POSITIONS FILLED FROM JULY 1, 1919, TO JUNE 30, 1920

The impression is current that the placement of common day labor is the principal business of the Illinois Free Employment Office. This is not true.

A man came into the Rock Island-Moline office, who was a highly skilled office expert—what is known as a cost-man. Although we had no call on file for such a man, we placed him in less than an hour at a salary of \$200 per month. Later, an experienced draughtsman came in and still later two experienced tool designers. All three of these men were placed immediately at salaries of \$175 to \$225 per month. A glance over the list of positions filled during the period named above will show almost every known occupation represented. We have succeeded in placing male applicants in positions above the grade of common labor and there have been very few requests for help in highly skilled or technical positions which we have not been able to fill.

# PLACEMENTS

MALE	
foundry hands.....	8,311
cashiers, clerks, etc.....	1,656
s, assemblers, etc.....	126
oil and bolt makers.....	147
carpenters, painters, plumbers, electricians, steamfitters, etc.	52
e, machine hands, etc.....	288
.....	641
.....	32
hands and gardeners.....	511
leather workers.....	29
aurant workers.....	350
ore makers.....	104
.....	40
.....	12,287
classified.....	1,830
.....	14,117
.....	14,117

FEMALE	
ics, etc.....	1,178
.....	9
.....	120
rs.....	249
.....	6
.....	11
.....	89
.....	48
.....	1,711
classified.....	707
.....	2,418
.....	14,117

total (male and female)..... 16,535

ord also shows that during the period July 1, 1919, to June

ore than 1,400 individuals, firms and corporations were sup-

illed and unskilled labor. This labor represents 148 differ-

d occupations.

## DIVISION OF SPRINGFIELD FREE EMPLOYMENT

LUTHER O. GERMAN, *Superintendent*

The fiscal year just closed was probably the most critical in the history of this country, in regard to labor employment and distribution. This situation was reflected in this locality. Not only was there a shortage of labor, but there existed a restlessness and discontent among the workers, coupled with the inability of manufacturers to produce material. The Illinois Free Employment Office took a prominent part in alleviating this condition, proving a welcome agency in bringing employer and employee together for their mutual benefit.

The public in general is becoming cognizant of the service offered by the Free Employment Service, which accounts for the large number of new patrons. New patrons are always desirable, and every effort is made to obtain what the new applicant desires, and the successful handling of the first order lays the foundation for confidence in the service. It is not always possible, however, to fulfill requests immediately. In such event, the application is not pigeon-holed, but filed and ready for the first opening.

### COURTESY AND POLICY

Our motto is courtesy and an interest in the wants of both employer and employee. The policy of this office is to give to all a fair and impartial treatment and to inquire into the ability of applicants in order that they may be placed in the positions for which they are best fitted. Many stories of human interest come to the attention of the placement clerk, bringing him closer to the trend of the times.

We also cooperate at all times with the Overseer of the Poor. He refers to this office many persons seeking help from the county. In many instances employment is secured for them which affords them a living at the same time saves the county money.

The high cost of living is one of the big factors in the general depression in the labor market. While we realize that living costs are not abnormal, the constant change in labor from one place to another tends to demoralize the market but boosts the price of the necessities of life. In consequence, we earnestly strive to place our applicants in positions that will be satisfactory and permanent and in this way avoid the high and frequent turnovers, which are a detriment both to the manufacturer and the laborer.

## HARD ROAD WORK AND COMMON LABOR

Hard road work was late in getting started this season, due to contractors to get delivery of material. In the latter part of the season large firms began operations, offering 50 cents an hour. In the meantime, a number of laborers who contemplated the hard roads had secured employment in other branches of the service, coupled with the increase for board in the road camps to \$1.50 per day, caused a big shortage in hard road labor. Near Springfield this latter condition was relieved by employers providing trucks to convey the men to and from work, and by those who lived in the city to board at home. However, those whose work was too far from the city to make this practicable were sorely pressed for help. This situation was really acute because of the fact that the material must be kept moving so as to cause no interruption of orders.

Common laborers are being paid from 50 to 60 cents an hour and, in some instances, more. This is a substantial raise over last year. As to the placement of common laborers is shown in this year's report of the strike of the building laborers during April and May this year. This strike brought all building to a standstill.

## SKILLED WORKERS

We have been very fortunate in placing skilled workers as there has been a demand for them during the year. In fact, practically every worker was placed. In several instances we secured skilled help from contractors when it seemed that none was available.

We were able to be of great help to the farmers in securing men for the harvest work, which was seriously delayed by the weather. Farmers offered farmhands \$50 per month with board, while married men were offered \$65 per month with house, cow, garden spot and usually other inducements.

In the closing month of this report, the farmers sent out an appeal for help during the harvest. They offered 50 and 60 cents a day with board. In most instances the farmers came to the office and furnished transportation. During this month 59 calls were made for farm help and out of 79 men referred, 64 were hired. The harvest covers only two or three days of the harvest season, however, and the corn is not harvested until the first two weeks in July.

## SOLDIERS' PLACEMENTS

In the closing of this fiscal period, comes the discontinuance of the Army and Sailors' Branch of the United States Department of War. Since the signing of the Armistice, this office has earnestly endeavored to place all returning service men and we take this opportunity to thank the employers for their hearty cooperation in this matter.

## FEMALE SECTION

The war was the beginning of a new era for female workers, especially in factory work. The demand was so great that wages for this line of work practically have doubled and still there seems to be no slackening up. Some factories in this vicinity now have standing orders for women workers. Wages paid female workers range from \$1.50 per day up in the factories. Office and clerical positions pay considerably more for the experienced workers, but the wages for the general run of office help are lower than those paid factory workers.

Mention should also be made of the trouble experienced in securing domestic and day laborers for housewives. Although wages for domestics have doubled since 1914, the higher wages offered by industrial concerns have attracted to these lines a large percentage of the women workers. While wages for houseworkers range from \$7.00 to \$14.00 a week with room and board, it is very difficult to get any help of this class.

The public is becoming more familiar with the opportunities offered by the women's department. This is evidenced by the fact that 244 more requests were made to this department this year than last and that 221 more positions were filled.

## PUBLICITY

In conclusion, a word of appreciation is due the Illinois State Journal and Illinois State Register for their whole-hearted cooperation. Both papers have been very generous in the amount of publicity given to the division, and have thereby been of great assistance.

## GENERAL SUMMARY

The following is a general summary of the work of this office for the year:

Orders from employers.....	5,805
Persons asked for by employers.....	7,716
Number of persons applying for work.....	7,620
Number of persons referred to positions.....	7,064
Number of persons hired.....	5,891



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## OF DECATUR FREE EMPLOYMENT OFFICE

DAN DINNEEN, *Superintendent*

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the past year, the first this office has been in operation, we contend with the difficulties common to most new offices: among many employers and the general public as well as was simply a clearing house for "floaters" and unskilled labor, that a fee was charged for the service.

Spent time and constant effort to overcome this, but the range of the activities of the office indicate this feeling has been eliminated and the free employment office is generally considered a valuable and necessary agency in our civic and industrial

production is still a serious problem and one of the most important of this office has been securing help for the farmers. Last year we have placed 264 farm hands in this vicinity. Through the cooperation of the Social Service Bureau, Day Nursery, and other welfare agencies, we have been able to secure only worthy people and also, in many cases, have prevented them from being imposed upon by unworthy persons.

The men's department is constantly increasing its field of service by placing girls and women in all classes of work. The situation has been comparatively free from labor troubles and the industrial situation here is very satisfactory.

The benefit this office has been to the city of Decatur is largely the candid support we have received from the daily press, which has helped to eliminate the prejudice among many employers against the employment service. In this connection, I would suggest that for advertising purposes properly expended would greatly increase the value of the service.

## DIVISION OF DANVILLE FREE EMPLOYMENT

W. J. PAYNE, *Superintendent*

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The Danville Free Employment Office came under State supervision June 1, 1919. Prior to that time it was under Federal supervision. At the very beginning of the period, it was difficult to secure workers for the various industries of the city and locality—similar to that obtaining throughout the State and Nation. The greater demands were calls for machine workers—particularly having a high grade of skill, while the demand for farm domestics was greater even than ordinary.

One of the unusual conditions noted by this office during this report covers is the tendency on the part of the workers for "jobs." Usually the applicant is interested in the probable chance of being employed, as he does not ordinarily look with favor on a change of job. Not until some record is kept, however, is it possible to see the great number of changes which took place, so long as there was an opportunity to get work of a similar character at as good pay. The records on turnover during the war and the after-war period will surely be of great value as showing the migratory tendency of certain grade of workers.

This office, has, it is felt, maintained satisfactory relations with its clients. There has been considerable constructive work done in setting up the industries of Danville, and the business men have been able to show their appreciation at all times and in many appreciative

## ON OF AURORA FREE EMPLOYMENT OFFICE

FRANK RADUENZ, *Superintendent*

Office is a new one established by the State in a city of less than 100,000 population and has been in existence for ten months during the year, from September 1, 1919, to June 30, 1920. During this time it has come in touch with workers or employees in almost every shop and in many homes in the city, and farms in this district. The service of the office is regarded as a public necessity. Large employers, such as manufacturers, cooperate in securing their labor. Many people in need of someone for a casual labor job or for a competent or a small nurse girl, telephones to the employment office. The store, hotel, restaurant, street car and railroad companies for help by letter, by telephone or in person. The kinds of work are seasonal and temporary. Workers unable to do satisfactorily at one kind of work are often good at another. No matter how well society may be regulated there must of necessity be unemployed. But the problem of unemployment is one that cannot be disposed of by ignoring it. A State employment office is established primarily to fit the unemployed into jobs requiring help. Since among workers following the World War imposed an additional burden upon public employment offices. An effort had to be made to get labor for its own good and assist in minimizing the large unemployment. This can be accomplished by encouraging applicants who have no other means to hold them. The employment office can be made, if properly conducted, one of the best preventives of unbalanced and radical changes which has become apparent in certain localities of our great country. Each worker out of employment can almost invariably be put to some work either permanent or temporary to meet his immediate physical needs.

### GENERAL TOTALS

During the ten months, 2,929 calls for male help were received, asking for work; 6,438 male workers of all kinds registered; 4,893 placed in employment and reports from either employers or employees received of 3,499 placements. This was accomplished although the office quarters were moved to another section of the city during the period. While the office is desirably located it has second floor space due to high rents on first floor space. This handicap can be overcome if a large sign board is attached to the front of the building extending from the second floor out over the sidewalk.

## INDUSTRIAL HELP

The leading industries in Aurora are metal shops, supplied with unskilled, skilled and semi-skilled workers. workers directed to metal shops, placements were reported 1 lers and benchmen; 33 machinists and tool and diemakers; or machine hands and 692 shop helpers. In addition firemen painters, janitors, riveters, pipefitters, molders, electric sheet metal workers, coremakers, cranemen, blacksmiths boilermakers were also directed to the shops. The work demand were good unskilled laborers. Greater efficiency ment office will be secured as workers become more stable the tremendous labor upheavals, the breaking of smoothly organization machinery and the unsettled mental attitude caused by the World War. It is intended to intensify splendid cooperation with employers for increasing the ef office and aiding in restoring a normal labor condition employer and employee.

Local employers are given first consideration. Men and foreign employers only when they refuse all opportunities in The listing of opportunities available in other offices make Workers from other cities have been received for Aurora i as well.

## WOMEN'S DEPARTMENT

Activity in the women's department has not been de greatest possible extent. A total of 983 calls for female corded requesting 1,198 workers; 1,142 registered for were directed and 647 placement reports were received. shortage of women workers was in the domestic and fa classes. Girls who had no experience but wanted office exceeded the demand. Some highly skilled and some sp women were directed. These included accountants, se comptometer operators, cooks for domestic and restaurant ettes," skilled machine operators in metal shops, etc. shortage of steady housemaids many women were directed ironing and cleaning in homes, working by the hour.

## BUILDING AND CONSTRUCTION LABOR

The office did not develop the directing of large num for the building trades. Occasionally painters, carpenter workers and other building trade mechanics were directed cellaneous calls for building trade laborers out of 308 directed reported hired.

Of a thousand common laborers, not otherwise classi at the employment office 765 were directed with 582 ported; 494 placements were reported for a large variety

#### CLERICAL HELP

Applicants for clerical positions greatly exceeded the demand. Seventy-nine clerical workers were called for, 221 applications were received and 60 placements made in the male division. These consisted of office clerks, stenographers, bookkeepers, cashiers and accountants. Forty-two salesmen were placed through the office, ranging from grocery, shoe and dry goods clerks to canvassers and insurance solicitors and collectors. Five technical men, mechanical draughtsmen and surveyors, were placed.

#### FARM HANDS

The farm service is one of the important features of this office. The large farms in the immediate vicinity are principally of the corn, stock and grain variety and adjoin some of the most important dairy districts of the State. Over 900 single and married farm hands by the month, and harvest hands by the day, were directed, and the office received 623 reports of men hired. Some of the farm hands directed were employed by other farmers before reaching the place to which they were sent. Workers were directed to farmers in Kane, Kendall, DeKalb, DuPage and other adjoining counties.

Following the war when former farm hands and farmers' sons were crowding into the cities, this office was of great assistance to farmers who were facing an unprecedented labor shortage problem in their efforts to produce food and continue to operate their farms.

#### CROSS FILE SYSTEM OF APPLICANTS

This office installed a cross file system of cards on applicants who are not directed immediately when applying for work. If, for instance, an applicant is not immediately directed and is a lathe hand and an experienced farm hand and willing to accept either, there are two white cards made to that effect in addition to the application card. These cards are placed in the "live" file—one with that of machine hands and one with farm hands. If the proper opportunity arrives this applicant can be traced or found in these cross files. He is then directed by telephone or letter if it has been ascertained he is not already working somewhere.

These cross file cards, when the applicant secures a position, are properly filed into "dead" or inactive files, where they will not be disturbed until he again is out of work and again applies to be directed. The applications of both men and women in all occupations are filed in this manner.

#### SOLDIERS, SAILORS AND MARINES

When the Federal Employment Service was discontinued for want of funds there remained much to do for the State office. Many former soldiers, sailors and marines, could not be placed in fitting or desired

jobs immediately following the signing of the Armistice. In months after September 1, 1919, 918 applications from ex-servants were received and 677 placements were recorded. Many of the ex-servants had jobs and the majority of those not directed were able to hold the jobs they had. Special efforts were made continually to assist those who had become physically handicapped. Active cooperation of employers and home service bureaus of the American Red Cross was maintained toward this end.

#### PUBLICITY.

Unusual interest has been displayed and great assistance rendered by the daily newspapers in this community. Not a week passed that one or more short news stories regarding some phase of the work of the employment office appeared in their columns. For this service the general public should feel greatly indebted and I want to take this opportunity to thank the Aurora Beacon-News and the Volksfreund for their great service.

There are times when the work of the office could be accelerated by greater efficiency procured if a limited advertising fund were available. Such a fund, however, would require careful State supervision and must not to endanger the help needs of other communities or displace employees who have jobs.

#### IN CONCLUSION

In conclusion, it should be said that the State employment office under the Illinois Department of Labor is recognized as an established institution for the general good of all. The skepticism of employers, trades unions, and of the public in general, towards public employment offices has disappeared. The Aurora office was fortunate in not being involved with anyone as being unfair. While the office in the past may be regarded as being quite successful there is vast room for improvement and it is believed that with vigilance and unceasing efficiency and service can be increased one hundred per cent.



## OF BLOOMINGTON FREE EMPLOYMENT OFFICE

JOHN E. MATTHEWS, *Superintendent*

the year beginning July 1, 1919, and ending June 30, 1920, we encountered unusual conditions. We have passed through lockouts, some of a minor nature and others more serious; this difference of opinion and the adjustment of grievances has been equally fair to all parties involved. If any action during these controversies has warranted criticism we have none of it. At this date only one small grievance exists, which will be settled in the near future in a way satisfactory to all.

A deal of building has been under construction in this city the past year, amounting to several million of dollars, giving work to all mechanics and common labor of the building trades. The State has furnished better opportunities for employment than the city of Bloomington. This office has cooperated with contractors and has rendered valuable assistance in every

problem encountered during the year was the shortage of farm labor. This was due to several causes. In the first place, the men from Kentucky and Tennessee did not arrive in the spring as they usually do. Two reasons were given for this. First, the high price of cotton was an incentive to these men to stay in the South and as this would bring better returns in a financial way than working on the farms. Second, the building trades in the North were operating on a larger scale and paying good wages for their men.

Migration was discouraging, even more so than during the war; men took advantage of every opportunity that presented itself. When a foreign farm worker applied for a position, the question was usually, "Do you know of one or more men who would go to the farm?" The answer went out in the next mail to the address given. This was successful and brought in men from Indiana, Missouri and Illinois.

On account of the shortage of farm workers the wage increased a dollar a month. This being the heart of the corn-belt, in the State farm needs are very important and cannot be neglected. We considered office hours, when a vacancy could be filled on the part of the farmers of the district appreciate the service rendered by

the Illinois Free Employment Service and the Department of Labor is entitled to credit for the consideration given to this department during the past year. At this date, labor conditions on the farm in this district are normal.

The past year has been exceptionally good for all classes of workers. Opportunities were open on every hand for men or women applying for positions. Only occasionally did we report a surplus of any class of workers, and we could have placed them in good positions if they would have accepted.

This office finds it a very difficult matter to place domestics. It is almost impossible to direct a woman for household service, either in the city or country. Good wages are offered, but the average woman will not consider this class of employment. We have positions open continually in good homes. Factories, stores, hotels and restaurants are preferred in almost every case.

Publicity is a great assistance in this work. No opportunity is allowed to pass that will benefit the service. The two daily papers of this city have cooperated in a creditable manner, never refusing to run any news item given them (regardless of space) either during the war or since the signing of the Armistice. I do not have to call on them to get this favor, it is solicited at the office by the reporters. Scarcely a day passes that they do not call. This cooperation is greatly appreciated.

This office has not been an exception to any other in the State. It takes time to educate the general public on any proposition, and with this in mind we undertook the work convinced that by extending courteous treatment to patrons, in a fair and fearless manner, the service of the office would soon be established. We had private employment offices to contend with. It took ten days to convince these men of the efficiency of the service. Their offices closed and have not been reopened. The average employer had to be convinced that we could examine and direct men and women capable of filling the various positions their business required. This fact has been established, as our records will show. We have gained the confidence of the Association of Commerce, Better Farming Association, organized labor, the city administration and the Merchants' and Manufacturers' Association, and have had the cooperation of the same since being established in this city. Each has contributed in several instances to make the service successful in every particular.

In conclusion, I wish to state that it will be our purpose to operate the office in such a way that efficiency will prevail, equal privileges be extended to all patrons of the service, and to strictly adhere to the instructions as given by the Department of Labor.

Placements for the year were not tabulated until May 5, 1920, when instructions were given to do so and forms supplied for this purpose. Total placements are as follows: Men, 3,673; women, 361; total, 4,034.



## **DIVISION OF GENERAL ADVISORY BOARD OF THE FREE EMPLOYMENT OFFICES**

A. H. R. ATWOOD, *Secretary*

F. S. DEIBLER, *Chairman*

OSCAR G. MAYER

MRS. RAYMOND ROBINS

JOHN H. WALKER

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Free employment offices are operated in eleven cities in the State.

They are operated primarily to bring the job to the man seeking employment. By this act, both the employer and employee are served and the community is benefited by saving what would otherwise be waste labor power.

The following tables show what the offices of the State are doing in the way of placing men. The figures given are for February to June, 1920, inclusive, as previous to February, the reports of the offices were not in a shape to use for comparative purposes:

TABLE IA—REGISTRATIONS

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	506	84	590	642	124	766	562	120	682	499	151	650	591	113	704
Bloomington.....	332	41	373	471	74	545	412	68	480	396	60	456	1,063	80	1,143
Chicago.....	9,717	1,441	11,158	14,446	2,279	16,725	12,594	1,936	15,369	13,554	2,068	15,712	18,133	2,379	20,512
Danville.....	161	30	191	209	239	448	239	211	450	228	143	371	308	54	362
Decatur.....	482	96	578	768	155	923	594	165	759	337	143	480	393	186	569
East St. Louis.....	358	754	1,112	501	915	1,416	271	637	908	140	627	767	210	879	1,089
Joliet.....	490	281	771	526	250	776	461	198	659	393	215	608	422	319	741
Peoria.....	556	485	1,041	663	545	1,208	554	537	1,091	489	315	804	679	475	1,154
Rockford.....	747	504	1,251	904	590	1,494	707	457	1,164	728	491	1,219	630	538	1,168
Rock Island.....	818	157	975	1,387	227	1,614	1,464	264	1,728	1,328	300	1,628	1,700	346	2,046
Springfield.....	382	126	508	453	152	605	353	109	462	490	112	602	585	166	751
Total.....	14,519	3,999	18,518	20,970	5,341	26,311	18,193	4,532	22,725	18,830	4,688	23,518	24,704	5,535	30,239

TABLE IB—HELP WANTED

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	420	108	528	623	132	755	538	124	662	501	175	676	592	124	716
Bloomington.....	278	53	331	437	84	521	342	66	408	407	69	476	1,195	82	1,277
Chicago.....	13,287	2,572	15,859	18,830	3,636	22,466	15,369	3,029	18,398	16,002	3,298	19,260	18,582	3,600	22,282
Danville.....	200	55	255	197	45	242	258	34	290	285	39	324	309	46	355
Decatur.....	366	100	466	542	132	674	270	114	384	439	143	582	309	146	455
East St. Louis.....	208	1,200	1,408	609	991	1,600	353	743	1,096	258	703	961	285	960	1,245
Joliet.....	536	324	860	348	323	671	390	233	623	492	214	706	490	273	763
Peoria.....	807	546	1,353	925	561	1,486	735	560	1,295	811	497	1,308	1,013	493	1,506
Rockford.....	1,635	484	2,119	1,924	734	2,658	1,594	675	2,269	1,253	699	1,952	1,263	637	1,900
Rock Island.....	1,265	187	1,452	1,786	289	2,075	1,197	378	1,575	1,648	379	2,027	1,238	381	1,619
Springfield.....	383	186	569	490	219	688	355	131	486	508	134	642	587	178	765
Total.....	19,385	5,975	25,360	26,380	7,146	33,526	22,343	6,077	28,420	22,811	6,340	29,151	26,063	6,018	32,081

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	383	80	463	516	95	611	440	102	542	426	127	523	519	94	613
Bloomington.....	292	38	330	437	72	509	373	60	433	371	51	472	994	61	1,055
Chicago.....	9,662	1,641	11,293	13,724	2,512	16,236	11,585	2,043	13,628	13,006	2,246	15,252	17,133	2,509	19,642
Danville.....	140	41	181	182	25	207	205	38	243	233	34	267	273	44	367
Decatur.....	293	74	367	527	131	658	364	121	485	307	118	425	331	159	490
East St. Louis.....	248	753	1,001	499	881	1,380	269	628	897	140	620	760	210	863	1,073
Joliet.....	354	244	598	345	274	619	351	232	573	332	218	550	362	267	619
Peoria.....	655	487	1,142	662	545	1,207	553	524	1,087	637	486	1,123	679	471	1,160
Rockford.....	694	444	1,138	780	534	1,314	624	434	1,048	638	457	1,095	560	463	1,013
Rock Island.....	793	135	928	1,350	204	1,554	1,415	242	1,657	278	253	1,531	1,688	282	1,950
Springfield.....	357	123	480	424	145	569	346	105	451	477	106	583	559	152	711
Total.....	13,861	4,060	17,921	19,446	5,418	28,464	16,525	4,519	21,044	17,835	4,716	22,551	23,778	5,765	29,043

TABLE ID—PLACED

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	272	59	331	373	75	448	332	76	408	325	99	424	425	75	509
Bloomington.....	233	27	260	396	52	448	321	36	357	343	34	377	841	47	888
Chicago.....	7,880	1,248	9,078	11,489	2,024	13,513	9,731	1,690	11,421	11,605	1,751	13,356	15,363	1,927	17,290
Danville.....	81	25	106	138	25	163	172	25	197	214	24	238	241	29	270
Decatur.....	148	48	196	199	77	276	160	77	237	196	82	278	222	71	293
East St. Louis.....	212	722	934	439	840	1,279	247	571	818	132	575	707	196	771	967
Joliet.....	227	177	404	258	214	472	268	188	456	245	181	426	283	189	482
Peoria.....	647	477	1,124	652	541	1,193	532	532	1,064	637	483	1,120	664	463	1,127
Rockford.....	660	427	1,087	738	492	1,230	588	388	976	600	426	1,026	517	421	938
Rock Island.....	633	104	737	1,327	182	1,514	1,223	214	1,437	1,162	230	1,392	1,506	252	1,758
Springfield.....	300	95	395	366	108	474	300	84	384	414	85	499	462	126	588
Total.....	11,243	3,409	14,652	16,180	4,630	20,810	13,874	3,891	17,765	15,873	3,970	19,843	20,730	4,371	25,101

In these tables the number of persons seeking work, month by month, is given under the heading "Registrations." The demand for labor is found under the title "Help Wanted." Those sent out from the offices are shown under "Referred." Those who accepted positions are shown under "Placed." This latter classification means a verified placement, the verification being either by 'phone or by mail. It can be seen by these tables that from 14,519 to 24,704 men, and from 3,409 to 5,535 women, a total ranging from 18,518 to 30,294 persons have sought positions monthly through the eleven offices of the State. The demand for labor from employers has ranged from 19,385 to 26,963 for men, and from 5,975 to 7,147 for women, a total demand ranging from 25,360 to 33,581 for the months under review.

The eleven offices referred monthly from 13,861 to 23,278 men and 4,060 to 5,765 women, or a total monthly reference of persons to jobs ranging from 17,921 to 29,043. The placements varied monthly from 11,243 to 20,730 for men and 3,409 to 4,630 for women, a total monthly placement figure ranging from 14,652 to 25,101. This volume of business shows the appreciation of the people of the State of the facilities afforded through the employment offices.

The second function which an organized system of free employment offices can perform, is the collection and dissemination of information concerning the state of labor market. If the system of employment offices handled all the placements in the industries of the State, the records would reflect accurately the fluctuations in the demand and supply of labor. While only a small proportion of the total movement of labor passes through the free employment offices, yet it is fair to assume that the experience of these offices is indicative of labor market conditions. For where labor is scarce, employers will turn, among other sources of recruiting labor, to the employment offices. This fact will show itself in an increase in the number of workmen called for. Likewise, when the supply of labor is large, workmen will turn, among other places, to the employment offices for jobs. This will be reflected in increased registrations. The activities of the employment offices, therefore, serve as a fair barometer of labor conditions. When these facts are compiled by occupational or industrial groups, they reflect very accurately the conditions of the labor market. This service is of importance both to the employer and the employee.

The following tables illustrate partially how the records of the employment offices can be made to throw light on the labor market:

TABLE II-B—NUMBER PLACED PER 100 REGISTERED

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	120	81	112	103	94	101	104	97	103	98	86	96	100	90	99
Bloomington.....	119	77	113	108	86	105	120	103	118	97	87	96	89	94	90
Chicago.....	73	57	71	77	62	74	82	64	79	85	63	81	97	66	42
Danville.....	81	55	75	106	66	99	82	120	87	80	107	87	100	117	98
Decatur.....	132	96	124	142	117	137	220	144	198	77	100	82	124	127	125
East St. Louis.....	172	63	79	82	92	89	77	86	85	54	89	80	74	92	89
Joliet.....	86	84	85	151	77	115	118	85	106	80	100	86	86	116	97
Peoria.....	69	89	77	72	97	81	75	96	85	79	98	86	67	98	77
Rockford.....	46	104	54	56	80	63	46	68	55	58	70	62	50	84	61
Rock Island.....	65	83	67	76	78	78	67	72	67	71	80	73	76	91	78
Springfield.....	100	68	89	97	69	88	103	83	97	97	83	94	100	93	98
Total.....	65	68	73	80	75	79	72	75	80	83	74	81	91	79	89

Offices.	February.			March.			April.			May.			June.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Aurora.....	54	70	56	58	60	58	59	64	60	65	65	65	72	66	71
Bloomington.....	70	66	70	84	70	86	78	53	74	87	57	83	79	59	78
Chicago.....	81	87	81	80	89	81	77	87	79	85	85	85	85	81	84
Danville.....	50	83	55	66	83	68	81	32	78	94	57	58	78	54	75
Decatur.....	31	50	34	26	50	30	27	67	31	58	57	58	58	38	51
East St. Louis.....	59	96	85	88	92	90	91	90	90	94	92	92	93	88	89
Joliet.....	49	87	55	49	86	61	58	100	71	62	84	70	69	59	65
Peoria.....	116	99	108	98	100	100	96	99	98	100	99	99	98	97	98
Rockford.....	88	88	87	82	83	85	83	85	83	88	87	84	82	78	80
Rock Island.....	77	66	76	82	80	81	84	81	83	88	77	86	89	73	86
Springfield.....	79	75	78	81	71	78	83	77	81	84	77	81	79	75	78
Total.....	101	85	79	78	87	79	76	86	78	84	85	84	84	81	83

TABLE II-C—NUMBER PLACED PER 100 HELP WANTED

Offices.	February.		March.		April.		May.		June.	
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Total.
Aurora.....	65	55	63	60	57	59	62	61	62	63
Bloomington.....	84	51	79	91	86	86	84	51	57	60
Chicago.....	59	49	57	61	56	61	73	53	70	70
Danville.....	41	45	42	70	68	68	75	62	82	54
Decatur.....	40	48	42	37	58	41	67	73	78	78
East St. Louis.....	101	60	66	72	85	80	77	62	72	62
Joliet.....	42	53	46	74	66	70	77	51	69	80
Peoria.....	70	87	83	70	96	80	85	82	72	78
Rockford.....	40	88	47	45	67	52	72	95	82	60
Rock Island.....	50	56	51	63	63	63	48	61	66	66
Springfield.....	78	51	69	78	49	69	85	64	67	71
Total.....	57	57	58	61	65	62	76	86	63	74

TABLE II-D—NUMBER PLACED PER 100 REFERRED

Offices.	February.		March.		April.		May.		June.	
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Total.
Aurora.....	71	74	71	72	76	73	75	74	75	82
Bloomington.....	80	71	78	91	86	88	92	80	89	84
Chicago.....	81	76	80	84	83	83	84	80	85	88
Danville.....	58	61	59	96	100	79	84	96	89	74
Decatur.....	51	65	53	38	44	44	64	71	65	60
East St. Louis.....	85	96	93	93	92	91	94	83	93	90
Joliet.....	64	73	67	75	78	76	89	81	77	77

There are four important questions which can be answered from these tables:

1. What is the relation of the supply and demand for labor? This can be shown by comparing the numbers registered with the numbers called for by employers. When these figures are compiled month by month, the fluctuations in the demand for labor will be evident.

2. The employees may ask, What chance have I to get a job through the employment office? A comparison of the number placed with the number registered will show this information.

3. The employer may ask, What chance have I to get my supply of labor from the employment office? A comparison of the number called for with those placed will answer this question.

4. The employer may ask a further question, "How many applicants will I have to interview if I get my help through the State offices? In other words, how efficient are the offices in fitting the men with the jobs? A comparison of those referred with those placed will give this information.

Further analysis will show that for the period under review—February to June, inclusive—there was a distinct slowing down in the demand for labor. Taking the figures for the whole State in February, there were 65 men registered for each 100 jobs, while in June there were 91. This means that while the demand still exceeds the supply, there had been a 26 per cent increase in the relative supply. The same change in the demand for women is shown, although in a less marked degree. The figures for women show a relative increase in supply from 68 to 79, or 11 per cent.

What is of even greater significance is the relation of demand and supply in different parts of the State. In several of the cities, there were more men seeking jobs than were called for. In Aurora, Bloomington and Decatur, the records show that during several of the months under review, more men were seeking positions than there were calls for help in those cities. One of two inferences may be drawn from these facts, either the men were dissatisfied with their pay and were therefore looking for better paying positions, or there was unemployment which ran up to a considerable figure in the case of Decatur, in all the months except May.

When these figures are collected on an occupational basis and a careful analysis is made and checked up, it is possible to determine whether there was real unemployment. In the event that there was a surplus of labor in any part of the State, and a shortage in another, as is shown in these figures for Rockford during the five months under review, where the demand was nearly double the supply, it would be possible to bring the opportunities to the attention of the idle men and aid any who were in a position to take advantage of this condition to

find profitable employment elsewhere. By developing a system of clearing within the State, a service would be rendered both the employers and employees, and by so doing the prosperity of the State would be fostered. The above figures are given as indicative of the possibility of using records of the employment offices as a barometer of general labor conditions. When these records are compiled and analyzed by occupational groups they will give a very helpful view of the labor conditions throughout the State, which would be beneficial to all persons concerned.

In answer to the other questions raised above, it can be seen that taking the total figures for the State, from 79 per cent to 84 per cent of the employees seeking positions were placed; that employers were able to get from 58 per cent to 74 per cent of their labor demands, and that they accepted from 81 per cent to 88 per cent of the employees sent by the offices. This record of accomplishment is gratifying to the administration of the Free Employment Offices, and shows an effective and loyal organization in the service.

However, for the employment offices to perform the two-fold functions in their most effective manner, there are certain needs that should receive immediate attention:

First, the compensation of the employees should be placed on a basis that would enable the State to secure and retain trained employees in the service. Labor turnover is just as expensive in public service as in private employment. In this work, training in the selection of men and women for jobs is necessary for efficient service. Next, experience, which comes from length of tenure, is a most important qualification for a placement clerk. These two qualifications should merit adequate compensation which could best be attained by a classified civil service rating in which provision for promotion is made.

The second important need is a more effective method of selecting employees of the service. Positions in all of the offices should be analyzed and qualifications with the Civil Service Commission agreed upon, just as is now done in all well managed private business concerns. When vacancies occur, requisitions should be made in accordance with the standard specifications. By agreement with the State Civil Service Commission, it would be possible to work out a system of selecting employees for this service similar to what is found in all well organized labor departments in private business. Such a system of selection coupled with adequate compensation would greatly increase the efficiency of the Free Employment Service.

Then there should be additional funds provided for compiling and publishing information concerning labor conditions in the State. The State of New York publishes a Labor Market Bulletin that furnishes a guide to business, financial and labor interests of the State. This bulletin is widely quoted in financial and trade journals. The General Advisory Board has planned a similar publication for this State, but



or such information to be useful, it should be published promptly while the information is representative of conditions. Such a bulletin cannot be published unless additional funds are appropriated for the collection of information and for the printing of a bulletin to lay the facts, while they are still fresh before the people of the State.

Lastly, there should be devised an effective system of clearing positions among the various offices of the State. The figures given above in table 1-a, show that there was surplus labor in some localities and shortages in others. It is one of the functions of a system of free employment offices to organize the labor market so as to reduce unemployment. This can be done only by an organized clearing system. For such a system to be effective, it would require the appointment of a man to devote his whole time to this work. He should have sufficient funds to keep in daily touch with all the offices of the State. By so doing, he would be enabled to connect any surplus labor that was free to move, with positions in other localities. Such a system of clearing would be of great economic advantage to the State.

## DIVISION OF CHIEF INSPECTOR OF PRIVATE EMPLOYMENT AGENCIES

JOHN J. McKENNA, *Chief Inspector*

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This division has passed through its third year without having to cause any arrests or occupy the time of the courts with its business.

Our systems of recording and investigating each day the advertisements in the principal newspapers of the city pertaining to labor of all kinds, keeps us in touch with what is going on in this line of business. Where anything contrary to the law regulating private employment agencies exists, it is immediately checked by our inspectors.

The law enacted for the purpose of regulating private employment agencies has brought a wonderful change in the conduct of these concerns. Previous to the act, the office of the Chief Inspector each morning would find fifty to one hundred complaints. The inspectors were kept busy serving warrants and the time of the courts was taken up in hearing cases pertaining to labor charges against the agencies. The figures in our report show better the condition of this division of the Department of Labor, pertaining to private employment agencies, than can be expressed in words.

A few amendments might be made to the law, one of which would be to define when a person applying for employment to private employment agencies is liable to pay the fee. Without a law we hold that the applicant is liable only when he physically takes hold of the position. This is one of the questions that gives us a great deal of trouble.

Another cause for complaint is the taking of judgment notes from the applicants by agencies previous to acceptance of positions.

With these two questions settled we would have no difficulty in managing the affairs of the private employment agencies and applicants for positions under the present law.

Another question that might be given consideration is the subject of public information pertaining to the business of private employment agencies for the instruction of those interested in labor problems and legislation, namely:

A law compelling the agencies to furnish the State Department of Labor with a monthly report of the number of all applicants applying for positions, their ages, etc., and also the number of all persons brought into the State and sent out of the State and to where sent, the kind of employment for which they were engaged, etc.

DIVISION OF CHIEF INSPECTOR PRIVATE EMPLOYMENT AGENCIES 51

The following shows the activities of the office for the fiscal year:

umber of bi-monthly reports of inspectors.....		2,177
umber of daily reports of inspectors.....		14,482
umber of newspaper ads investigated.....		103
umber of complaints investigated against agencies.....		459
umber of complaints in which refunds were given.....		423
umber of complaints, no claims.....		24
umber of complaints, another position given.....		12
umber of complaints, miscellaneous nature.....		2
umber of complaints received.....		461
ount of money refunded by agents to complainants.....		\$2,584.78
umber of licenses at \$50 each.....	296	\$14,800.00
umber of licenses at \$25 each.....	17	425.00
<b>Total amount of revenue.....</b>	<b>313</b>	<b>\$15,225.00</b>
umber of licenses issued in Chicago.....		295
umber of licenses issued in Peoria.....		1
umber of licenses issued in Evanston.....		5
umber of licenses issued in Winnetka.....		2
umber of licenses issued in Wilmette.....		1
umber of licenses issued in Glencoe.....		3
umber of licenses issued in Highland Park.....		1
umber of licenses issued in Danville.....		1
umber of licenses issued in Cairo.....		2
umber of licenses issued in Galesburg.....		1
umber of licenses issued in Lake Forest.....		1
<b>Total.....</b>		<b>313</b>
umber of licenses discontinued.....		85
umber of warrants issued.....		None

## DIVISION OF FACTORY INSPECTION

ROBERT S. JONES, *Chief Inspector*

The twenty-seventh annual report of the Chief State Factory Inspector, and the third under the Civil Administrative Code for the year ended June 30, 1920, contains a statement of the activities of this division in the enforcement of the State statutes under its jurisdiction.

The report of the Division of Factory Inspection for the fiscal year 1919-1920, under the Civil Administrative Code of July 1, 1917, shows greater willingness on the part of employers to cooperate with this department.

### SUMMARY OF INSPECTIONS—JULY 1, 1919, TO JUNE 30, 1920

This table shows the number of establishments visited and the number of inspections made by this division for the above period. In many cases the same establishments were reinspected or checked-up several times before compliance with the provisions of the various laws could be enforced, owing to the extensive nature of some of the orders given.

While minor details are not given in this table, statistics are on file in the office of the Chief Inspector giving information in full of the results obtained by this division under the various laws.

### SUMMARY OF INSPECTIONS—JULY 1, 1919 TO JUNE 30, 1920

Laws enforced.	Number of establishments visited.	Number of inspections.	Number of establishments visited.	Number of inspections.
Under the provisions of the—				
Child Labor Law, Cook County.....	45,237	51,010		
Child Labor Law, outside Cook County.....	23,020	23,020		
Child Labor Law, entire State.....			68,257	74,030
Women's Ten Hour Law, Cook County.....	17,134	20,053		
Women's Ten Hour Law, outside Cook County.....	10,444	10,444		
Women's Ten Hour Law, entire State.....			27,578	30,497
Structural Iron Law, entire State.....			200	271
Blower Law, entire State.....			495	1,088
Wash Room, entire State.....			299	299
Health, Safety and Comfort Law, Cook County.....	5,053	5,053		
Health, Safety and Comfort Law, outside Cook County.....	2,284	2,284		
Health, Safety and Comfort Law, entire State.....			7,337	7,337
Total for entire State.....			104,166	113,522
Total number of inspections—				
Chicago and Cook County.....				51,010
State outside Cook County.....				23,020
Total .....				74,030

able does not include all the minor details, but statistics are the office of the Chief Inspector giving this information in the results obtained by this division under the above law.

## CHILD LABOR LAW

Number of establishments visited to enforce the provisions of Labor Law in Chicago and Cook County as given in the above table, 45,237 and, as many of these establishments have been inspected more than once the number of inspections made is 51,010. The number of children was: boys 7,886; girls 7,255, or a percentage of 1.2 per cent. The number of workers employed in the establishments

in the State of Illinois outside of Chicago and Cook County 22,971 establishments were inspected. The number of children found working was 1,198 boys and 1,198 girls or nearly 1.2 per cent. The number of violations was 22,971.

## INSPECTIONS UNDER CHILD LABOR LAW—JULY 1, 1919 TO JUNE 30, 1920.

	Number of establishments visited.	First inspections.	Second inspections.	Night inspections.	Total number of employees.	Males.	Females.	Boys 14-16 years.	Girls 14-16 years.	Violations.
COOK COUNTY.										
.....	7,016	7,016	1,160	4	437,761	309,150	119,965	3,957	4,689	864
.....	33,413	33,413	3,696	40	223,794	139,548	79,866	2,530	1,850	1,166
.....	1,622	1,622	239	-----	110,175	78,097	30,378	1,105	595	109
.....	2,014	2,014	291	3	30,099	16,844	13,054	174	27	50
.....	1,038	1,038	256	-----	11,554	4,841	6,620	26	67	61
.....	111	111	16	67	2,721	1,858	749	92	22	599
.....	23	23	1	-----	2,469	945	1,517	2	5	2
.....	45,237	45,237	5,659	114	818,573	551,283	252,149	7,886	7,255	2,851
ILLINOIS OUTSIDE COUNTY.										
.....	3,612	3,612	-----	-----	229,906	192,372	35,112	1,480	942	150
.....	16,059	16,059	-----	31	73,186	49,229	22,675	1,071	211	476
.....	1,098	1,098	-----	-----	12,777	7,411	5,162	193	11	8
.....	1,346	1,346	-----	1	8,183	3,732	4,408	32	11	25
.....	644	644	-----	6	4,653	1,996	2,600	37	20	16
.....	212	212	-----	21	1,463	989	447	24	3	12
.....	22,971	22,971	-----	59	330,168	255,729	70,404	2,837	1,198	687

## WOMEN'S TEN HOUR LAW

Number of establishments visited in Chicago and Cook County in the statistical table appended as 17,134 and in towns and cities in the State of Illinois, outside Chicago and Cook County 10,444. Number of establishments visited in the entire State 27,578. Number of inspections. The number of violations found by the inspectors are given as 2,838, but it was only necessary to prose-

cute in 66 cases to secure compliance with the requirements of the division.

#### THE STRUCTURAL LAW

The number of jobs inspected in Chicago and Cook County under the provisions of this law was 183 and in the State of Illinois, outside Cook County 17, a total for the entire State of 200 requiring 271 inspections. Seven corrective orders were issued involving the safety of 21,365 employees; the number of accidents reported being six, of which two were fatal.

#### RESULTS OF INSPECTIONS UNDER THE STRUCTURAL LAW—JULY 1, 1919 TO JUNE 1, 1920

Location.	Number of inspections.	Number of jobs.	Nature of work.							Employees.	Orders issued.	Accident reported	
			Erecting.	Repairing.	Altering.	Wrecking.	Cleaning.	Painting.	Excavating.			Total.	Fatal.
Chicago and Cook County.....	254	183	129	13	1	4	15	18	3	20,567	7	3	2
East St. Louis.....	3	3	3							150		1	
Joliet.....	1	1	1							8			
Pekin.....	1	1	1							160		1	
Peoria.....	1	1	1							65			
Quincy.....	8	8	8							198		1	
Springfield.....	3	3	3							217			
Total.....	271	200	146	13	1	4	15	18	3	21,365	7	6	2

#### THE BLOWER LAW

In Chicago and Cook County 444 establishments were visited 1,011 times and in the State, outside of Cook County, 51 establishments required 74 inspections; the total for the entire State being number of establishments visited 495, number of inspections 1,088. The number of wheels inspected was 4,239, only 14 being found to be unprotected many of these wheels being in that condition owing to the nature of the work being done making it impossible to install safety devices. A total of 282 orders were issued classified in the subjoined table and it was not found necessary to prosecute in any case to secure compliance with the orders of the division. The number of employees safeguarded was 4,239, of which 50 were females. Nearly all of these inspections are made by one inspector who reports that he has little difficulty in securing compliance with the requirements of this department.

Location.	Number of employees.	Number of injured.	Job shops.	Stoves.	Tools and implements.	Beds.	Fixtures.	Cutlery and hardware.	Novelties.	Machinery and foundries.	Jewelry.	Miscellaneous.	Total.	Males.	Females.	Eight hours.	Nine hours.	Total.	Protected.	Unprotected.	Total.	Increase in velocity.	Improve equipment.	Install system.	Provide hoods.	Change angle branch pipe.	Repair and clean pipes.
Chicago and Cook County.....	444	1,014	115	6	14	4	49	182	28	8	4	34	3,629	3,583	46	42	402	3,629	3,623	6	244	78	63	32	5	4	62
State of Illinois outside Cook County.....	51	74	5	12	9	----	1	21	1	----	1	1	610	606	4	4	47	610	602	8	38	14	11	3	2	5	
Total for entire State.....	495	1,088	120	18	23	4	50	203	29	8	5	35	4,239	4,189	50	46	449	4,239	4,245	14	282	92	74	35	8	6	67

## RESULTS OF INSPECTIONS UNDER THE HEALTH, SAFETY AND COMFORT LAW—JULY 1, 1919 TO JUNE 30, 1920

Location.	Total number of inspections.	Out of business.	New orders issued.	Previous items complied with.	Previous orders checked up, no further orders.	Number of male employees.	Number of female employees.	Items complied with.	Building.	Sanitation.	Power.	Dangerous machinery.	Dangerous machinery parts.	Total.
Chicago and Cook County.....	4,474	259	2,059	1,369	787	140,801	52,804	12,970	785	1,001	1,845	554	7,135	11,320
State of Illinois outside of Cook County.....	2,085	64	833	805	391	56,626	9,773	5,769	403	272	637	131	2,412	3,835
Railroad inspections—city.....	183	—	9	83	26	4,745	64	391	3	47	—	1	12	83
Railroad inspections—county.....	189	—	30	59	100	5,242	265	378	12	47	13	—	22	84
Ventilation inspections.....	316	—	323	—	193	5,560	5,560	153	—	256	—	—	—	256
<b>Total.....</b>	<b>7,337</b>	<b>323</b>	<b>3,256</b>	<b>2,261</b>	<b>1,497</b>	<b>212,734</b>	<b>68,469</b>	<b>19,541</b>	<b>1,203</b>	<b>1,588</b>	<b>2,502</b>	<b>686</b>	<b>9,581</b>	<b>15,560</b>



## THE WASH HOUSE LAW

Chicago and Cook County this division issued orders for the inspection of 122 wash houses and in the State, outside of Cook County 48 orders were issued. In making 77 reinspections in Chicago and 52 in the State it was found that 54 establishments had fully complied with the requirements of this division and in the balance of the State 27 complied; the total for the State being 81 leaving 48 orders in process of completion (exclusive of the new orders issued).

OF INSPECTIONS UNDER THE WASH HOUSE LAW—JULY 1, 1920 TO  
JUNE 30, 1920

Location.	Inspections.	Employees.	Complied.	Orders pending completion, exclusive of new orders.
<b>INSPECTIONS.</b>				
Chicago County.....	122	27,774		
Outside Cook County.....	48	7,604		
<b>REINSPECTIONS.</b>				
Chicago County.....	77		54	23
Outside of Cook County.....	52		27	25
	299	35,378	81	48

## HEALTH, SAFETY AND COMFORT LAW

The report shows that in Chicago and Cook County 5,053 inspections were made under the provisions of this law and in the State, outside of Chicago and Cook County 2,284 inspections were made; a total of 7,337. The various items of the orders issued, 15,560, were divided into those relating to building 1,203, sanitation 1,088, dangerous machinery 686 and dangerous machinery parts 2,583. A complete analysis being given of these items in the accompanying report.

ALL ORDERS UNDER THE HEALTH, SAFETY AND COMFORT LAW—  
JULY 1, 1919 TO JUNE 30, 1920

Classification.	Chicago and Cook County.	State outside Cook County.	Total.
Stairways and fire escapes.....	23	11	34
Elevators slide and roll.....	5	1	6
Stair treads.....	30	13	43
Handrails and toeboards.....	266	211	477
Openings in floors.....	40	47	87
Elevators, automatic gates and slant boards.....	267	73	340
Elevator cars.....	39	19	58
Safety devices.....	4	1	5
Emergency light.....	42	9	51
Heating systems.....	4	3	7
Stairways and obstructions.....	48	8	56
Dangerous places.....	20	19	39
	788	415	1,203

## THE DEPARTMENT OF LABOR

ANALYSIS OF ALL ORDERS UNDER THE HEALTH, SAFETY AND COMFORT LAW—  
JULY 1, 1919 TO JUNE 30, 1920—Concluded

Classification.	Chicago and Cook County.	State outside Cook County.	Total.
<b>II. Sanitation—</b>			
1. Toilets.....	406	191	597
2. Washing and dressing rooms.....	326	66	392
4. Seats for females.....	12	3	15
6. Ventilation.....	256		256
7. Removal of dust and fumes.....	252	47	299
8. Rooms, dry, clean and sanitary.....	4	3	7
9. Install or guard fans and blowers.....	8	6	14
10. Guard ovens, furnaces, vats, pans, etc.....	5	3	8
	1,269	319	1,588
<b>III. Power—</b>			
1. Engine stops and disengaging devices.....	26	3	29
2. Signal systems.....	8		8
3. Belt shifters.....	39		39
4. Boiler and engine rooms.....	69	9	78
5. Clutches, couplings and weights.....	398	79	477
6. Switches and throttles.....	3	6	9
7. Dynamos and motors.....	9	1	10
8. Electric appliances.....	15	21	36
9. General orders.....	1,284	531	1,815
10. Crank shafts.....	1		1
	1,852	650	2,502
<b>IV. Dangerous machinery—</b>			
1. Hydro extractors.....	56	7	63
2. Mangles, rolls, drums, crushers and tumblers.....	42	22	64
3. Band saws.....	66	28	94
4. Circular saws.....	176	46	222
5. Planers.....	7		7
6. Shapers.....	8		8
7. Jointers.....	133	21	154
8. Sanders.....	2		2
9. Sticks and mortisers.....	20		20
10. Trip hammers, bulldozers and shears.....	1	2	3
11. Printing presses.....	44	5	49
	555	131	686
<b>V. Dangerous machinery parts—</b>			
1. Flywheels.....	679	221	900
2. Punch and drill presses at point of work.....	7	4	11
3. Planer and shaper beds under platen.....	65	42	107
4. Pipe machines and turret lathes.....	3	26	29
5. Gears.....	1,077	289	1,366
6. Belts and pulleys.....	3,681	1,381	5,062
7. Sprocket chains and conveyors.....	210	41	251
8. Shafting and roll bearings.....	687	117	804
9. Set screws and bolt keys.....	499	228	727
10. Emery wheels.....	237	74	311
11. Cranes.....	1	10	11
12. Cutters, feather and leathers splitters.....	1	1	2
	7,147	2,434	9,581
Total (including railroads).....	11,611	3,949	15,560

## OCCUPATIONAL DISEASE LAW

The number of firms reporting under classification "A", lead poisonings, is given as 225; one hundred and twenty-three cases being reported sick, a diagnosis of each case being on file. Under class "B", other poisonings, 67 firms reported, the number of sick under this classification being 4. The monthly average of workers examined was 9,564 or a total for the year of 110,573 employees examined in the various industries coming under the provisions of this law.

	Numl reps	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.	Stock.	Well.
<b>"A"—Lead poisoning—</b>																			
White lead.....	5	---	328	---	242	---	334	---	383	---	281	---	2	432	---	517	---	4	457
Smelting and refining.....	40	3	2,743	---	2,983	2	2,929	---	2,660	---	3,065	---	8	2,638	19	2,638	---	9	3,147
Manufacturers of paint.....	28	---	401	---	428	---	461	---	457	---	388	---	---	419	---	421	---	---	409
Manufacturers of storage batteries.....	17	3	188	---	204	---	202	---	228	---	200	---	6	280	---	259	---	5	255
Manufacturers of tinware.....	9	---	357	---	270	---	432	1	444	---	339	---	---	382	---	341	---	---	204
Manufacturers of seals and bearings.....	3	---	17	---	21	---	21	---	18	---	20	---	---	19	---	19	---	---	18
Telephones and switch- boards.....	7	---	84	---	136	---	135	---	150	---	121	---	---	135	---	165	---	---	146
Painting.....	109	2	1,683	---	1,364	---	1,707	3	1,833	---	1,768	---	1	1,704	---	1,937	---	---	2,028
Electrotypers.....	4	1	161	---	108	---	151	---	160	---	171	---	1	176	---	176	---	---	83
Enameling.....	3	---	25	---	33	---	34	---	33	---	72	---	---	80	---	32	---	---	70
<b>Total class "A".....</b>	<b>225</b>	<b>9</b>	<b>5,988</b>	<b>4</b>	<b>5,789</b>	<b>2</b>	<b>6,406</b>	<b>6</b>	<b>6,366</b>	<b>9</b>	<b>6,455</b>	<b>18</b>	<b>6,285</b>	<b>19</b>	<b>6,505</b>	<b>12</b>	<b>6,818</b>	<b>19</b>	<b>6,697</b>
<b>"B"—Other poisonings—</b>																			
Arsenic, paris green, etc.....	2	---	278	---	231	---	243	---	294	---	322	---	1	275	---	31	---	2	338
Brass foundries (a).....	35	---	1,805	---	2,198	---	1,621	---	2,115	---	2,268	---	---	2,289	---	2,401	---	---	2,398
Spinners and polishers (b).....	17	---	470	---	394	---	449	---	413	---	399	---	---	485	---	548	---	---	565
Plating and electroplating.....	9	---	88	---	90	---	81	---	64	---	71	---	---	77	---	84	---	---	88
Deicalomana.....	1	---	6	---	6	---	7	---	8	---	8	---	---	5	---	5	---	---	8
Galvanizing.....	3	---	28	---	31	---	31	---	32	---	31	---	---	32	---	32	---	---	32
<b>Total class "B".....</b>	<b>67</b>	---	<b>2,676</b>	---	<b>2,951</b>	---	<b>2,432</b>	---	<b>2,926</b>	---	<b>3,099</b>	<b>1</b>	<b>3,173</b>	<b>19</b>	<b>9,458</b>	<b>19</b>	<b>9,606</b>	<b>14</b>	<b>10,242</b>
<b>Total.....</b>	<b>292</b>	<b>9</b>	<b>8,664</b>	<b>4</b>	<b>8,740</b>	<b>2</b>	<b>8,838</b>	<b>6</b>	<b>9,292</b>	<b>9</b>	<b>9,554</b>	<b>19</b>	<b>9,458</b>	<b>19</b>	<b>10,132</b>	<b>11</b>	<b>9,463</b>	<b>9</b>	<b>7,290</b>

## VENTILATION INSPECTIONS

Although the following table gives in detail the work accomplished by the division the totals are included in the health, safety and comfort report, page 57.

## VENTILATION INSPECTIONS UNDER SECTION 11 OF THE HEALTH, SAFETY AND COMFORT ACT—JULY 1, 1919 TO JUNE 30, 1920

Location.	Number of inspections.	Number of establishments visited.	Number of work-rooms inspected.	Number of employees.	Re-inspections.	Complied.	Orders issued for—	
							1,500 cubic ft.	1,800 cubic ft.
Chicago.....	516	323	355	11,120	193	163	157	

## ACCIDENTS REPORTED DURING THE FISCAL YEAR JULY 1, 1919 TO JUNE 30, 1920

Fatal accidents.	Non-fatal accidents.	Total.	Machinery.	Other causes.	Total.	Time lost—days
17	122	139	32	107	139	3,5

## ANALYSIS OF ACCIDENTS

	Machinery.	Other causes.		Machinery.	Other causes.
Head—			Legs—		
Eyes.....	1	12	Ankles.....		
Face.....			Feet.....	1	
Skull.....	5	5	Toes.....		
	6	17	Knee.....	2	
Arms—			Thighs.....		
Fingers.....	9	7	Legs.....		
Hand.....	8	12		3	
Arm.....	9	5	Hernia—		
Wrist.....		4	Rupture.....		
	26	28			
Body—			Machinery accidents.....		3
Back.....		3	Accidents from other causes than machinery.....		10
Chest.....	2	11			
Shoulders.....		1	Total.....		13
	2	15			

## PROSECUTIONS

There were 438 cases of prosecutions in Chicago and Cook County, the fines imposed being \$1,800 and costs \$1,912.95, a total of \$3,712.95. In the State of Illinois, outside of Cook County 246 cases were prosecuted resulting in fines of \$1,941 and costs \$1,405.35, a total of \$3,346.35. The total for the entire State of fines \$3,741 and costs \$3,318.30, makes a combined total of fines and costs of \$7,059.30. The total number of cases for the State was 684.

## PROSECUTIONS—JULY 1, 1919 TO JUNE 30, 1920

Chicago and Cook County.		Number of cases.			
Child Labor Law.....		385			
Women's Ten Hour Law.....		40			
Wash House Law.....		1			
Occupational Disease Law.....		4			
Health, Safety and Comfort Law.....		6			
Bedding Law.....		2			
Total.....		438			
Total fines.....		\$1,800 00			
Total costs.....		1,912 95			
State of Illinois outside of Cook County.		Number of cases.			
Wash House Law.....		2			
Women's Ten Hour Law.....		26			
Child Labor Law.....		217			
Structural Iron Law.....		1			
Total number of cases.....		246			
Total fines.....		\$1,641 00			
Total costs.....		1,405 35			
	Number of cases.	Fines.	Costs.	Total.	
Chicago and Cook County.....	438	\$1,800 00	\$1,912 95	\$3,712 5	
State of Illinois outside Cook County.....	246	1,941 00	1,405 35	3,346 35	
Total entire State.....	684	\$3,741 00	\$3,318 30	\$7,059 30	

## CHILDREN'S WORKING CERTIFICATES ISSUED

This table shows that 53,252 Child Labor Certificates were issued in the State during the fiscal year ended June 30, 1920. (N. B.—The number of certificates has no bearing on the number of children employed, as in many cases 2, 3, 4, 5 and in some instances as many as 10 certificates were issued to the same minor.)

There were a few bedding inspections which will be included in next year's report.

**CHILDREN'S WORKING CERTIFICATES ISSUED IN THE STATE OF ILLINOIS FOR  
FISCAL YEAR ENDED JUNE 30, 1920**

Towns.	Male.	Female.	Towns.	Male.	Female.
Abingdon.....	10	3	Eureka.....		
Addison.....	1		Evanston.....	150	
Albion.....	1	1			
Arlington Heights.....	13	9	Fairfield.....	6	
Aurora—East.....	216	161	Fairview.....	1	
Aurora—West.....	39	22	Forest Park.....	53	
			Forreston.....		
Batavia.....	4	3	Freeburg.....	2	
Batestown.....	3		Freeport.....	3	
Beloit—South.....	6	3	Fulton.....		
Belleville.....	262	34			
Belleville Township.....	50	21	Galena.....	10	
Bellwood.....	17	15	Galva.....	2	
Belvidere.....	13	12	Geneva.....	6	
Berwyn—Dist. 98.....	45	85	Genoa.....	3	
Berwyn.....	52	39	Geneseo.....	2	
Bloomington.....	114	70	Georgetown.....	2	
Bissell.....	1		Germanatown.....	1	
Blue Island.....	49	28	Glen Carbon.....		
Bradley.....	12	17	Glen Ellyn.....	1	
Brookfield.....	18	12	Granite City.....	80	
Barrington.....	1		Granville.....	1	
Bartlett.....	2		Greenville.....	3	
Bensonville.....	1		Gross Point.....	2	
Bartonville.....		1			
			Hamilton.....	1	
Calumet.....	9	7	Hanover.....	1	
Canton.....	61	27	Harvard.....	15	
Carbondale.....	10	6	Harvey.....	30	
Carmi.....	5		Havana.....	8	
Casey.....	1	1	Hebron.....		
Catlin.....	1		Herrin.....	6	
Centralia.....	61	12	Herscher.....	2	
Champaign.....	15	5	Highland.....	19	
Charleston.....	13	2	Highland Park.....	4	
Chatsworth.....		1	High Mount.....	1	
Chenoa.....	1		Highwood.....		
Chicago Heights.....	167	56	Hawthorne.....	1	
Christopher.....	1		Hillsboro.....	28	
Chicago Ridge.....		2	Hinsdale.....		
Cicero.....	285	278	Hoopeston.....	5	
Clayville.....	1				
Clear Lake.....		1	Jacksonville.....	61	3
Clinton.....	11	1	Jerseyville.....	16	1
Collett.....	3	1	Joliet.....	151	8
Columbia.....		1	Jonesboro.....	1	
Cobden.....		2	Junction.....	1	
Congress Park.....	2				
Crete.....	12	1	Kankakee.....	151	11
Crystal Lake.....	3	3	Kenilworth.....	1	
Cuba City.....	2		Kewanee.....	107	4
			Kimmundy.....	1	
Danville.....	70	14	Knoxville.....	3	
Decatur.....	361	153			
Deerfield.....	5		Lacon.....	5	
DeKalb.....	29	27	Ladd.....	2	
Des Plaines.....	6	4	LaGrange.....	11	
Divernon.....		1	Lake Forest.....	1	
Dixon.....	42	22	Lansing.....	1	
Dolton.....	3	5	LaSalle.....	34	
Dongola.....	1		Lawrenceville.....	3	
Downers Grove.....		1	Lewistown.....	6	
Dundee.....	51	41	Libertyville.....	1	
DuQuoin.....	18	3	Lincoln.....	51	29
			Litchfield.....	4	2
Earlville.....	1		Lockport.....	5	3
East St. Louis.....	366	113	Lombard.....	2	1
East Benson.....	1		Lyons.....	56	37
East Moline.....	17	8			
East Peoria.....	11	2	Macomb.....	13	1
Edwardsville.....	20	17	Macon.....	1	
Effingham.....	8	13	Madison.....	15	7
Elgin.....	183	136	Marion.....	2	
Elmhurst.....	19	27	Maroa.....	2	
Elmwood.....	1	1	Marshall.....	1	
El Paso.....	2		Mattoon.....	7	4

CHILDREN'S WORKING CERTIFICATES ISSUED IN THE STATE OF ILLINOIS FOR  
FISCAL YEAR ENDED JUNE 30, 1920—Concluded

Towns.	Male.	Female.	Towns.	Male.	Female.
Mascoutah.....	2	2	Rosiclare.....	4	—
Mayo.....	1	—	Rushville.....	1	1
Merrill.....	1	—	—	—	—
Metropolis.....	10	10	St. Charles.....	27	31
McGray.....	2	—	Salem.....	3	—
McKellan.....	7	—	Schram City.....	5	1
Milford.....	6	1	Shelbyville.....	1	—
Moline.....	167	35	Shermerville.....	1	—
Monmence.....	11	—	Silvis.....	5	—
Monmouth.....	67	20	South Holland.....	—	1
Montgomery.....	6	4	South Bartonville.....	1	1
Mount Carmel.....	19	9	South Pekin.....	1	—
Mount Greenwood.....	20	6	Sparta.....	5	8
Mount Morris.....	—	3	Springfield.....	331	191
Mount Olive.....	7	—	Spring Valley.....	20	11
Mount Prospect.....	1	—	Steger.....	46	9
Mount Vernon.....	33	29	Sterling.....	30	6
Mount Sterling.....	1	—	Streator.....	90	45
Morris.....	69	22	Staunton.....	3	—
Mokena.....	—	1	Summit.....	11	9
Milton.....	1	—	Sunnyside.....	—	1
Mounds.....	1	—	Sycamore.....	8	3
Murphysboro.....	11	1	—	—	—
—	—	—	Taylorville.....	2	13
Naperville.....	14	5	Teutopolis.....	1	—
Niantic.....	2	1	Thayer.....	2	3
Niles Center.....	2	2	Thornton.....	16	6
Nokomis.....	3	—	—	—	—
Norris City.....	1	—	Union.....	4	—
Norwood Park.....	1	2	Urbana.....	2	—
North Chicago.....	46	37	—	—	—
—	—	—	Vandalia.....	13	2
Jak Grove.....	—	1	Villa Grove.....	1	—
Jak Park.....	112	47	—	—	—
Jak Park and River Forest.....	82	37	Warrington.....	1	—
J'Fallon.....	7	2	Washington.....	1	—
Jglesby.....	3	10	Waterloo.....	—	1
Jttawa.....	20	9	Waukegan.....	104	7
—	—	—	West Frankfort.....	3	1
Paris.....	11	3	West Grand.....	1	—
Palatine.....	1	—	West Hammond.....	8	4
Palos Park.....	2	—	West Harvey.....	6	2
Pekin.....	45	19	Wethersfield.....	—	1
Peoria.....	442	197	Wheaton.....	3	—
Peoria (East).....	21	6	Wheeler.....	—	1
Peru.....	56	31	Wilmette.....	13	7
Pinckneyville.....	2	1	Winthrop Harbor.....	12	1
Plainfield.....	2	1	Winchester.....	3	—
Pleasant Hill.....	3	2	Wilmington.....	1	—
Pontiac.....	34	24	Winnetka.....	3	—
Princeton.....	2	—	Wood River.....	3	1
Proviso Township.....	66	23	Woodstock.....	25	17
—	—	—	Worth.....	2	1
Quincy.....	312	124	Western Spring.....	1	—
—	—	—	Wenona.....	1	—
Riverdale.....	1	—	—	—	—
River Forest.....	21	2	Zion.....	84	51
River Grove.....	—	3	—	—	—
Riverside.....	13	3	Total:	—	—
Riverton.....	2	—	Chicago.....	24,852	17,496
Robinson.....	3	—	Country.....	7,263	3,641
Rochelle.....	1	3	—	—	—
Rock Island.....	126	34	—	32,115	21,137
Rock Falls.....	10	3	—	—	—
Rockford.....	468	288	Entire State.....	—	53,252
Rock River.....	1	—	—	—	—



## DIVISION OF INDUSTRIAL COMMISSION OF ILLINOIS

CHARLES S. ANDRUS, *Chairman*

PETER J. ANGSTEN

ROBERT EADIE

JAMES A. CULP

OMER N. CUSTER

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The number of compensable accidents reported during the year July 1, 1919, to June 30, 1920, was 38,289 as compared with 38,247 for the previous fiscal period.

While the Industrial Commission is not charged with supervision over safety work, there has been the closest cooperation between the State Factory Inspector's office and this office, and each has rendered the other valuable assistance. The passage of workmen's compensation laws has done, in this as well as in other states, more than any other one thing to increase the interest in safety work, to decrease accidents and to bring about more accurate statistics in regard to accidents. It is much more important to prevent accidents than to compensate injured employees.

The number of applications for adjustment of claims filed during the last year was 7,499, as compared with 5,696 the preceding year, and 3,731 the year before. The increased number of applications may be attributed largely to the fact that employees are becoming better acquainted with their rights under the law and are filing applications when these rights are not, in their opinion, accorded them.

The number of petitions for review filed during the year was 1,977 as compared with 1,365 for the preceding year. The percentage of cases reviewed by the commission was 26 per cent as compared with 24 per cent the preceding year.

The amount of compensation granted by awards of the commission was \$3,762,667.35, as compared with \$2,796,904.86, the previous year. The actual amount of compensation that will be paid on these awards will be considerably less, as the employer has the right within eighteen months after the award, to have the compensation reduced or terminated, if the disability has diminished or ended.

One of the most important amendments to the Workmen's Compensation Act in the last session of the legislature was that to section 26, paragraph C, giving this commission the right to examine into the financial condition and method of settling claims of the various com-



205  
31  
-19

ting workmen's compensation insurance and to revoke the  
any company found in unsound financial condition or guilty  
ss in settling claims. No appropriation, however, was made  
important work and we have been handicapped severely in  
at the provisions of the amendment, due to a lack of help.  
however, examined nine companies during the past year but  
ade public the result of our examination of any of the com-  
use where settlements have been unsatisfactory to the com-  
their competitors might use this to their advantage even though  
itors themselves had not been examined. It is our purpose to  
e results of these examinations as soon as we are able to  
e entire list of companies licensed to write workmen's com-  
nsurance in this State.

the commission found much to condemn in the settling of  
he part of some of the companies, we are glad to state that  
ny promptly met the views of the commission when unfair  
were pointed out and the result has been to raise the  
settling claims by the adjusters. A great deal of the trouble  
was caused by the doctors employed by the insurance com-  
mencing the role of claim adjuster. The sooner the individual  
realize that doctors should confine themselves to the medical  
ave the claim settlement to the adjuster, it will be better for  
ed.

some of the companies objected at the start to the vast power  
commission by this amendment, not one company has con-  
we have used this power in an unjust or arbitrary manner.  
ought to make the companies see that a fair settlement must  
every case and the shaving of claims will not be permitted.  
r minded men in the insurance ranks realize that this super-  
e long run, cannot but help the companies who are living up  
inasmuch as unfair settlements will not be permitted by  
etitors and all companies will thus stand on an equal basis  
ement of claims.

nted out in our last two annual reports that Illinois was far  
r states having compensation laws in supervising the rates  
insurance companies and it is to be hoped that a proper  
method will be enacted into law in the next session of the

Supervision of rates in conjunction with supervision of  
ments will limit the companies in competing for business to  
oint of service rendered, which is as it should be. No com-  
be allowed to charge a rate that is too high and consequently  
employers of the State, nor should any company be permitted  
rate too low, and thus endanger its financial condition, with  
ity of insolvency and non-payment of claims.

## THE MEDICAL DIVISION

The Medical Division, during the past year, has been used to full capacity. The plan followed includes several activities.

1. The impartial examination of employees at the request of commissioners; arbitrators and by stipulation between the employer and employee, to determine the exact physical condition of the injured party. The form of stipulation has been changed to conform to the ruling of the Supreme Court whereby the Medical Director does not find a percentage of disability, but simply states the physical condition as existing at the time of the examination. This stipulation is then submitted to the commissioner who, after hearing whatever additional evidence he may wish, and with the medical examination in mind, determines the percentages of loss in each case and enters an award accordingly. The stipulation does not bind either party to abide by the decision of the medical director, but simply waives arbitration and takes a short-cut towards settlement of the case without a long drawn out hearing.

2. The recommendation of special treatment for the correction of disabilities where such treatment will be a benefit.

3. The notification of employers of the success or failure of medical treatment supplied by them, so that they may have some idea as to whether their results can be considered good or bad, from a surgical standpoint. This gives them the opportunity to improve conditions in their surgical departments.

4. Where a number of bad results from a single company or industry come before the Medical Department, to call the attention of the employer to these bad results and go over the situation with him, pointing out where he can make corrections in the treatment or supply additional treatment, such as massage, electro- and hydro-therapy and the like, to bring about better surgical results.

5. To tabulate various kinds of injuries coming before the department and the results obtained in each individual type, with the amount of compensation which should have been paid as against the amount of compensation which was paid; this is done purely from a surgical standpoint and not from a standpoint of law, judgment being based on the amount of disability which occurred and on the award which was given.

6. To trace the individuals having permanent partial disability which did not disable them from doing any kind of work, but which did prevent them from following their past occupations, so that we might have some idea of what was happening to those who were crippled in industry; whether they were complete charges on the State or whether their living conditions were poorer, as good, or better than before they were injured. This last we have been entirely unable to do because of lack of office force and outside workers to check up on cases after they leave the jurisdiction of the commission.

The Medical Director and his assistant are publishing every month, with the permission of the commissioners, a series of In-Clinics, in which there is pointed out the advantage of good treatment and the disadvantage of poor medical treatment, and the relative cost of each, both from a medical standpoint and from a financial standpoint. They also indicate where most of the mistakes are made in the treatment of industrial injuries. It is hoped that this will be of benefit to industrial surgeons, employers and employees in getting better results.

With these things in mind the Medical Division has been examining an average of ten cases per day, a complete tabulation of which has not been made, but which we hope to have available for the use of the Department of Public Welfare in its cripple survey within a few months. It seems to the Medical Director that the two most important duties of the Medical Division are: first, the education of the employer, industrial surgeon and the employee to the fact that proper and prompt medical attention is extremely important in obtaining satisfactory results; and, second, that this proper and prompt medical attention must be had from men who have not had special training in this line. The Medical Division has tried to point out the advantage of getting the opinion of the highest class of medical men early in the case rather than late. In other words, from the standpoint of all concerned it costs less to keep out of trouble than to get out of it. The Medical Division, as do the other divisions, needs more room and more help. A laboratory with an assistant would be of great benefit. A stenographic clerk and statistician to keep records of cases and follow up to determine what is their final disposition in the body politic is also needed.

#### COURT DECISIONS

During the past year the Supreme Court has decided seventy-six cases involving questions under the Workmen's Compensation Act. The most important case decided during the past year was *Grand Trunk Railroad Company v. Industrial Commission et al.*, 291 Ill. 177; 125 N. E. 748. The provision of the Workmen's Compensation Act which brings automatically under section 3 of the act the employer who is engaged in an extra-hazardous occupation or business, was attacked on the ground that it was unconstitutional because it imposed liability without fault, took the property of the employer without process of law, denied the right of trial by jury and delegated legislative powers. In a review of the basic principles of this act, the Supreme Court upheld the validity of this section and disposed of all objections in a decisive manner.

The Supreme Court to some extent enlarged the scope of the act by holding that the rupture of a blood vessel when related to the physical injury of an employee is an accidental injury within the meaning of

the act. (*Baggott v. Industrial Commission*, 290 Illinois 530; 122 N. E. 534.) The court also held that anthrax poisoning, incurred in the course of employment, was an accidental injury. (*Chicago Rawhide Manufacturing Company v. Industrial Commission*, 291 Illinois 616.) The estate of an employee killed by sunstroke which is admitted to be a disease, if proved to be the result of accident, is held entitled to compensation. (*City of Joliet v. Industrial Commission*, 291 Illinois 555.)

On the other hand, the lines were more strictly drawn against employees who step out of the scope of the employment and engage in work as a volunteer (*Mephram & Company v. Industrial Board*, 289 Illinois 484); (*Adams & Westlake Company v. Industrial Commission* Docket No. 13119); (*Henry v. Industrial Commission* Docket No. 13151).

What the final disposition of the principle of "exposed to the hazard" will be by this court, is difficult to surmise. After the decision in *Brennan v. Industrial Commission*, (289 Illinois 49) it seemed to be the consensus of opinion by the bar that an employee had to be engaged in an extra-hazardous business to come under the act. There is nothing in that opinion which advises the reader under which act the employee was at the time of the accident. In *Pekin Cooperage v. Industrial Commission*, (277 Illinois 53) the employee became entitled to compensation by virtue of the provisions of the act of 1913, which did not have the automatic provision in section 3. In that case the court discussed the New York rule, which held that the business in which the employer was engaged is not the test, but that the employee's right to compensation arises only when he is employed in some line of work enumerated in the statute; that the occupation and the employment of the employee—the nature of the work in which he is engaged—is the test, and the injury must be sustained in connection with and incident to some hazardous occupation in which the employee is engaged. The court said: "In construing the provisions of our Workmen's Compensation Act we have not adopted the construction placed upon the New York act by the courts of that jurisdiction."

A solution however, seems to be in sight. In the case of *Oriental Laundry Company v. Industrial Commission*, (Docket No. 13152) the court, while holding that the particular employee in that case was not exposed to the hazard of the employment, says:

We are not intending to intimate by anything said here under the present law, which brings employers engaged in extra-hazardous occupations automatically under the act, that employees engaged in an occupation entirely independent and separate from the extra-hazardous employment would come within the act.

In the case of *International Coal and Mining Company v. Industrial Commission*, (Docket No. 13083) the Supreme Court in December, 1919, handed down an opinion holding that the employer was entitled to credit only for payments of installments under the act as they accrued. Payments which go beyond this are illegal.

The Supreme Court of the United States, in the case of *Knickerbocker Ice Company v. Lillian E. Stewart*, heard at the October term, 1919, (No. 543,) decided that the act passed by Congress in October, 1917, which saved and excepted the rights and remedies of workmen under the Workmen's Compensation Laws of any state, in so far as this provision affected maritime torts, was unconstitutional.

The effect of this decision on employees engaged on any ship plying on a navigable stream is apparent. It requires a Federal Workmen's Compensation Act to provide for compensation for accidental injuries arising out of and in the course of the employment of such employee.

During the past year, the commission has been instrumental in enforcing the provisions of section 26, which require employers to take out insurance covering the compensation payable or to satisfy the commission of their financial ability to pay the compensation of the employee. A large number of employers have thus been forced to cover the risk by a policy of insurance.

Fourteen suits for violation of section 26 were commenced in Cook County. In most instances the court was inclined to be lenient on account of the novelty of the law. Where it was shown that the employer had covered a risk by taking out a policy, the suit was ordered dismissed by the court on the payment of costs. There are three such suits pending in down State counties.

On account of the lack of sufficient investigators, it is frequently difficult to ascertain before going to trial whether the employer is one who comes under the act by reason of the automatic provisions of section 3.

The attorney for the commission has been appointed by the judge of the Circuit Court of Cook County, to argue certain cases pending before him in which an employee is without an attorney. During the past year, he has handled twenty-six cases before the judge of the Circuit Court, protecting the rights of the employee and endeavoring to sustain the award of the commission.

The commission's attorney has acted as advisor to attorneys both for employer and employee and has given them the benefit of any knowledge relative to the latest adjudicated decisions by citing them to the cases which he considered in point, making suggestions as to how to handle the hearing before the Circuit Court judge and in preparing orders or in aiding them to get their records in proper shape.

During the year, the commission's attorney prepared the annotations to the Workmen's Compensation Act in a seven hundred page book and distributed copies of the book to the commission and arbitrators.

It should be noted that by the amendment to the Workmen's Compensation Act of July 1, 1919, the judgment of the Circuit Court, reviewing the award of the commission, can only be reviewed by writ of error. If the writ of error is denied no opinion is written and the case

is not reported, although a denial of the writ is an affirmance of the Circuit Court. This accounts for the large increase in reversals of the commission and the Circuit Courts, as shown by the reported cases.

For the purposes of comparisons, we have examined the appeals to the various Appellate Courts in matters relating to master and servant from December, 1911, to December, 1912. The number of appeals of that kind of cases during that period of time was 127. Comparing this with the number of appeals prayed to the Supreme Court during the past year on questions involving the Workmen's Compensation Act, which numbered 66, it may be concluded that the act is accomplishing what was predicted for it.

#### LABOR DISPUTES

In the settlement of labor disputes, the mediators have had an extremely busy year. Appended to this report is a detailed statement of the controversies handled and steps taken. Such detailed report is too long to be contained in the printed report.

The number of controversies handled by the mediators during the year has been 125. Hardly a day has elapsed that they have not been engaged in trying to adjust some controversy. It has been our theory that the less publicity there is connected with labor controversies as far as the work of the mediators is concerned, the better is their success. Many controversies have been settled of which the public knows nothing and in many cases the parties to the controversy and other parties who have assisted in bringing about a settlement do not desire publicity.

We realize that it is much more important to prevent strikes than to settle them after they have started. Mayors and public officials have assisted us greatly in giving us notice of threatened labor troubles. Upon receiving notice of threatened trouble, the mediators do not wait for an invitation but take up the matter at once and endeavor to avert a strike.

The time taken in the different controversies has varied from a few hours to two months. One controversy lasted for this latter period and was finally adjusted without a strike taking place.

The number of actual strikes handled was 75. In 48 of these strikes were settled after a very short duration, others after a long duration, and some were never settled. During the steel strike and other strikes the mediators kept in close touch with the situation, were frequently on the ground, and assisted in preventing trouble.

#### ANALYSIS OF CASES SUBMITTED TO MEDICAL DIRECTOR DURING YEAR JULY 1, 1919-JULY 1, 1920

Referred by commissioners.....	15
Referred by arbitrators.....	11
Stipulation.....	6
Referred by secretary, chief examiner or security supervisor.....	
Other states.....	12

TRAUMATIC CLASSIFICATION OF INJURIES

.....	562
.....	41
.....	59
.....	232
.....	121
.....	7
.....	15
.....	31
.....	104
.....	29
.....	18
.....	94
.....	1,313

ANATOMICAL CLASSIFICATION OF INJURIES

Ligaments—	2. Bones—	
.....	Skull .....	16
.....	Face .....	7
.....	Vertebrae .....	54
.....	Sacrum .....	4
.....	Coccyx .....	5
.....	Ribs .....	6
.....	Sternum .....	2
.....	Clavicle .....	15
.....	Scapula .....	3
.....	Humerus .....	91
.....	Radius .....	73
.....	Ulna .....	65
.....	Wrist .....	14
.....	Metacarpal .....	28
.....	Hand (phalanges).....	83
.....	Ilium .....	7
.....	Ischium .....	1
.....	Pubis .....	2
.....	Femur .....	54
.....	Patella .....	9
.....	Tibia .....	51
.....	Fibula .....	106
.....	Foot—(Ankle) .....	38
.....	Metatarsal .....	14
.....	Foot (phalanges).....	17
.....		765
.....	9. Generative organs.....	1
.....	10. Urinary system.....	5
.....	11. Lymphatic system.....	1
.....		1,511 cases

STATISTICAL TABLES

es embodied in this report have been compiled from the  
ots and releases of all compensable accidents filed with this  
or the calendar year 1919. A comparison of these tables  
1918 shows no material increase in the number of accidents.  
bly due to the splendid work being done along the line of  
ention and also to the fact that the mines were closed a  
ar on account of labor troubles. This department was able  
compensation paid on every closed case for the year 1919,  
ing the work of compiling the statistics, thus enabling us  
considerable amount of compensation for the injured

r we have classified all injuries into seven extents of dis-  
d of four as has been done heretofore. A brief explanation  
sary to make these more clear. We have considered cases  
ent disabilities when compensation is being paid for com-



plete disability which renders the employee wholly and permanently incapable of work, and specific loss when compensation is being paid for the loss of any member or the use thereof. The classification of a disfigurement is made when compensation is being paid for the serious and permanent disfigurement to hand, head or face, and partial permanent when compensation is being paid for the permanent loss of earning power due to the injured party's inability to pursue his or her usual and customary line of employment. The classification of total disability is made when compensation is being paid for that period during which the injured party is unable to do any work, and temporary partial disability when compensation is being paid for the injured party's temporary inability to earn as much in the usual and customary line of employment as before the accident. We have endeavored, for the first time, also to show a healing period in some of the tables and feel that we secured some interesting information as a result of this.

It is hoped that the next legislature may see fit to increase the personnel of this department and amend the act so that it will be possible to have every accident occurring in the State reported to this commission, and that a proper investigation be made to see that the correct amount of compensation is paid the injured employee, for he is usually a provider of a family and the small amount of compensation paid cannot make up for the loss in earning power caused by his injury. It should be the work of this department to see that he does not lose any part of this amount, either through ignorance or negligence on the part of the employer or his assurer.

Following is a short resume of the contents of the tables to be found in this report:

Table No. 1 shows that, during the year 1919, 38,289 accidents were reported to this commission, 535 of which were fatal. While, as a whole, the report shows an increase of 42 accidents reported as compared with the previous year, it is gratifying to note that there were 94 less fatal accidents reported for 1919, than in the same period for the preceding year. This table also shows that \$3,683,918 was paid for compensation, and that \$2,556,631 remains to be paid on cases that are still open at the time of this report. Medical and funeral expenses for the year amounted to \$544,649.

Table No. 2 shows by industry the number of accidents reported, compensation and medical costs, also the average cost per case in each of the industries. As in 1918 the mining of coal leads in the number of accidents reported and amount of compensation paid. Metal products is second with the foods, beverages and tobacco group, which includes the packing industry, third.

Table No. 3 shows compensation and medical costs and extent of disability, by location of injury. We have shown also, for the first time, the number of days required for the injury to heal sufficient for the



jured employee to return to work. It will be seen that there were a greater number of accidents and more compensation paid on injuries to the upper extremities, but the average cost per case was greater to injuries of the lower extremities. Accidents involving the radius and ulna required the longest healing period while those to the tibia were second.

Table No. 4. As in 1918, we have followed the general classification as to the cause of accident. Falls of persons caused the greatest number, while falling objects were a close second. As to the nature of the injury, cuts, punctures and lacerations lead all others.

Table No. 5. As always heretofore, cuts, punctures, lacerations, bruises, contusions and abrasions resulted most frequently. The table further shows that fractures caused the loss of the greatest number of working days, with dislocations second and concussions third.

Table No. 6. A comparison of this table with that of 1918 indicates that salaries are on the increase in the industries of this State. This is in keeping with the upward trend of salaries for the country in general. Of the 36,533 males who were injured last year, 12,939 were receiving between \$20 and \$25 per week, while of the 1,756 females injured 130 were receiving between \$10 and \$15 per week. It is noted that many employees, who were injured, were receiving over \$30 per week was the number under that sum. It might be worthy of mention at this point that about 70 per cent of the employees, who sustained injuries during 1919, were paid the maximum rate in compensation allowed for such injury.

Table No. 7. This table groups by counties, the number of accidents as to extent of disability and shows total amount of compensation paid and to be paid in each county. Cook County, which includes Chicago, leads, with the counties of St. Clair, Madison, Williamson and Sangamon, all of which have the coal industry highly developed, following in their respective order.

Table No. 8 shows the number of accidents by the months in which they occur. October leads with 4,039, sixty-three of which proved fatal. This was in spite of the fact, that the mines in most parts of the State were closed during this month on account of labor troubles. The only reason that might be advanced for the great number of accidents in this month is the speeding up of out-door industries against the winter months, when they must of necessity be idle.

Table No. 9. As in the preceding year this table shows that the greatest number of males injured were between the ages of 31 and 35, while with the females the greatest number were between 16 and 20 years of age.

In Table No. 10 we have made a broad grouping of industries and show divisions of these in more detail upon request. We have shown all fatal cases as to nature of dependency, also the number of dependents

and total amount paid and average cost per case. Of the 535 cases there were found to be 47 in which there were no dependents and the employer was only liable for medical and funeral expenses. The total cost of these were \$10,552. Four hundred left persons who were totally dependent and the number of these persons is shown to be 1,023. There were 137 fatal cases in which 137 persons were partially dependent upon the deceased for support. The total amount of compensation paid on these cases was \$521,117, while there remains to be paid \$1,100,866.

Table No. 11 shows the total and average cost by extent of disability. As in other years we have used the American Table of Mortality, figuring the future life expectancy on permanent total disabilities. The average cost for these cases will be \$9,334, as compared with \$3,012, the average in fatal cases.

## LIST OF TABLES FOR 1919

- 1—Number of Fatal and Non-fatal Accidents Reported and Closed and Pending. The Amount of Compensation and Paid and to be Paid.
- 2—Frequency of Accidents, by Industries. Extent of Disability, Compensation and Medical Costs.
- 3—Compensation, Medical Cost, Extent of Disability with Period of Disability by Location of Injury.
- 4—Nature of Injury, by Cause of Accident.
- 5—Accidents, by Nature and Extent of Disability, and Number of Days Lost.
- 6—Sex and Wages of Injured.
- 7—Showing, by Counties, Number of Accidents, Extent of Disability and Benefits Paid.
- 8—Showing by Months, Number of Accidents and Extent of Disability.
- 9—Sex and Age of Injured.
- 10—All Fatal Cases by Division of Industry, Dependency and Average Cost.
- 11—Total and Average Cost by Extent of Disability.

TABLE NO. 1

Accidents, 1919.	Open.	Closed.	Total.
.....	386	149	535
.....	3,912	33,842	37,754
.....	4,298	33,991	38,289

AMOUNTS PAID

	Compensation paid.	Compensation to be paid.	Medical and funeral.	Total cost.
.....	\$217,449	\$1,100,866	\$ 4,348	\$1,322,663
.....	293,807	.....	16,065	309,872
open	683,722	1,455,765	43,297	2,182,784
closed	2,488,940	.....	480,939	2,969,879
.....	\$3,683,918	\$2,550,631	\$544,649	\$6,785,198

TABLE NO. 2

Industry.	Number of compensable accidents and healing period.						Amount paid.				Average per industry.
	Total.	Death.	Permanent.	Specific loss.	Disfigurement.	Temporary.	Healing period.	Compensation paid.	Compensation to be paid.	Medical and funeral.	Total.
Agriculture.....	154	1	1	13	4	135	1	\$ 10,980	\$ 10,716	\$ 2,755	24,451
Mining (coal).....	7,797	145	11	1,275	297	5,983	20	\$4,072	\$21,610	\$90,880	1,996,592
Mining (other minerals).....	7,41	3	1	15	1	37	2	3,074	4,338	2,963	8,137
Oil and gas well operating.....	68	3	1	14	2	46	1	1,564	1,565	9,369	26,409
Quarrying.....	103	6	1	15	1	87	1	2,822	7,432	7,811	16,908
Stone products.....	233	3	2	26	1	186	1	5,184	26,347	4,074	31,740
Clay products.....	223	3	2	22	2	203	1	3,324	20,843	4,448	24,127
Glass products.....	195	2	1	27	4	161	1	4,300	12,186	4,556	19,262
Ore reduction and smelting.....	341	1	1	27	4	321	1	5,410	17,370	7,611	30,770
Rolling mills and steel works.....	1,159	36	1	160	12	944	3	26,057	137,500	17,187	269,044
Metal products.....	4,123	19	1	733	57	3,297	10	86,636	491,198	55,953	628,084
Machinery and instruments.....	3,495	30	1	447	55	2,961	6	74,785	392,926	44,234	511,004
Vehicles.....	1,649	8	1	199	12	1,422	2	30,868	114,372	124,046	265,728
Lumber and wood.....	1,792	1	1	311	19	1,441	1	44,187	165,182	23,067	293,738
Leather.....	315	2	1	44	4	264	1	6,202	22,215	11,810	37,867
Rubber and composition goods.....	126	3	1	22	2	90	1	3,443	17,687	8,676	29,807
Chemicals and allied products.....	841	12	1	85	14	727	2	17,425	79,698	1,481	124,674
Paper and paper products.....	533	5	1	81	11	435	1	11,758	42,098	48,872	137,326
Printing and publishing.....	629	4	1	93	8	516	3	15,102	45,868	32,312	82,197
Textiles.....	181	1	1	33	2	144	1	4,035	15,435	8,506	100,196
Clothing and furnishing.....	506	5	2	45	3	440	2	13,710	33,722	2,346	24,171
Foods, beverage and tobacco.....	3,792	32	2	326	29	3,376	7	13,910	285,169	38,945	483,480
Miscellaneous manufactured products.....	160	1	1	41	3	116	1	3,849	16,759	2,283	52,618
Wrecking, excavating and foundations.....	71	9	1	31	4	82	1	1,822	6,593	1,043	21,733
Erecting.....	278	7	1	31	4	235	1	5,511	26,710	17,445	50,001
Finishing, equipping and installing.....	1,894	32	1	201	21	1,652	1	48,419	268,548	128,892	398,853
Steam railroads.....	415	5	1	49	2	356	1	1,548	40,298	23,477	77,738
Electric railroads.....	1,029	36	1	90	14	883	2	28,887	154,397	69,894	273,621
Carriage and storage.....	568	25	1	31	3	508	2	14,682	71,491	13,803	93,984
Stock yards.....	1,590	16	1	104	8	1,445	5	40,675	104,377	63,223	143,588
Transportation by water.....	319	1	1	13	1	303	1	40,675	104,377	76,056	209,355
Public utilities (not transportation).....	16	2	1	2	1	3,042	1	13,370	8,871	1,140	23,986
Offices.....	472	42	1	37	1	380	1	1,019	106,867	13,417	2,307
Yards.....	82	11	2	12	1	68	1	64,861	28,597	13,711	198,499
Wholesale and retail trade.....	1,230	6	1	86	10	1,111	6	2,283	81,181	18,200	132,896
Other.....	618	1	1	64	8	543	1	86,218	24,767	18,200	132,896
Total.....	61,118	618	14	6,610	414	50,884	14	\$66,690	\$24,767	\$18,200	\$1,056,091

Total.....	38,289	535	27	4,873	613	121	32,042	76	\$58,155	\$3,683,918	\$2,556,031	\$544,649	\$6,785,198	\$177
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TABLE NO. 3—COMPENSATION, MEDICAL COST AND EXTENT OF DISABILITY

	Number of accidents.	Total cost.	Average cost per case.	Medical paid.	Death and funeral.		Permanent total.	
					Paid.	To be paid.	Paid.	To be paid.
Brain.....	30	\$ 2,670	\$ 89	\$ 903				
Eye.....	1,496	476,306	318	32,044				
Both eyes.....	54	44,090	816	651			\$989	\$28,734
Ear.....	41	6,680	163	737				
Skull.....	224	536,890	2,397	9,016	\$137,203	\$381,327		
Scalp.....	235	18,528	79	3,249				
Head (N. O. C.).....	577	\$4,120	163	7,775	7,953	26,253	33	13,577
Total head injuries.....	2,657	\$1,176,284	\$444	\$54,375	\$145,156	\$407,580	\$1,022	\$42,306
Forehead.....	186	\$16,153	\$ 87	\$2,560				
Nose.....	102	7,421	73	1,440				
Jaw.....	67	19,596	292	2,511		\$ 7,750		
Teeth.....	11	614	56	305				
Lips and chin.....	89	5,562	62	1,564				
Face (N. O. C.).....	458	59,336	130	8,050	\$ 367			
Neck.....	71	47,977	676	1,057	12,454	32,369		
Total face and neck injuries.....	984	\$156,659	\$159	\$17,487	\$12,821	\$40,119		
Spinal cord.....	37	\$ 68,944	\$1,863	\$ 650	\$ 7,016	\$ 19,435	\$1,261	\$36,354
Vertebrae.....	46	24,398	530	2,537	300	6,700		
Back.....	2,125	317,670	149	20,019	17,072	47,616	1,572	47,505
Side.....	579	36,088	62	5,463		3,500		
Sternum (breast bone).....	16	1,386	87	500				
Ribs.....	781	68,247	87	10,385	1,241	10,009		
Chest, external.....	280	32,243	115	4,205	314	6,686		
Chest, internal.....	69	47,427	687	1,751	25,663	14,698		
Abdomen.....	201	103,920	517	2,496	13,597	53,453	941	25,674
Groin.....	84	5,456	65	1,275				
Pelvis.....	57	25,560	448	2,227	3,741	12,411		
Anus or rectum.....	58	6,125	105	1,467				
External generative organs.....	180	15,040	84	2,989				
Hernia.....	679	363,992	536	31,580	59,530	191,973	919	20,673
Trunk, general.....	293	64,294	219	7,367	24,215	10,071		
Total trunk injuries.....	5,485	\$1,180,780	\$215	\$94,941	\$152,689	\$376,552	\$4,693	\$130,206
Scapula (shoulder blade).....	70	\$15,297	\$219	\$1,166			\$168	\$10,055
Clavicle (collar bone).....	148	23,126	156	3,279	\$1,271	\$6,441		
Shoulder, external.....	592	38,006	64	6,681				
Humerus (bone of upper arm).....	51	8,161	160	1,883				
Upper arm.....	58	5,586	96	1,137				
Elbow.....	298	61,557	207	4,422			533	10,327
Radius (large bone of forearm).....	138	24,364	177	2,273				
Ulna (small bone of forearm).....	42	9,070	216	724				
Radius and ulna.....	76	30,477	401	1,740				
Forearm.....	524	63,527	121	7,842				
Wrist.....	1,076	104,434	97	11,189				
Arm, general.....	938	161,355	172	15,131	10,117	8,231		
Both arms.....	128	36,662	286	3,593	245	3,505	1,130	11,193
One arm and one hand.....	117	29,111	249	1,673				
Arm and leg.....	180	47,448	264	4,486		3,750		
Hand, general.....	3,024	310,968	103	31,504	6,909	9,268		
Both hands.....	139	39,190	282	2,440	369	1,381		
Bones of hand.....	138	29,001	210	1,590				
Thumb (one phalanx).....	361	62,763	174	2,855				
Thumb (more than one phalanx).....	1,568	168,964	108	13,919	2,100	3,500		
Index finger (one phalanx).....	589	99,863	170	7,017				
Index finger (more than one phalanx).....	2,305	246,609	107	22,361	2,372		330	5,195
Middle finger (one phalanx).....	343	67,261	196	4,177		1,650		
Middle finger (more than one phalanx).....	1,345	122,512	91	13,517				
Ring finger (one phalanx).....	183	24,807	136	1,995				
Ring finger (more than one phalanx).....	727	63,260	87	6,792				
Little finger (one phalanx).....	178	19,215	108	2,251				
Little finger (more than one phalanx).....	670	57,635	86	7,066				
Thumb and one finger.....	142	39,601	279	2,043				

## WITH AVERAGE PERIOD OF DISABILITY BY LOCATION OF INJURY

Specific loss.		Disfigurement.		Permanent partial.		Temporary total.		Temporary partial.		Average period of disability.	Healing period.
Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.		
\$219,551	\$162,152	\$ 200				\$ 1,409	\$ 114	\$44		23	685
4,339	4,936	2,128	\$600	\$3,155	\$2,540	33,056	21,025	55		19	27,924
1,128		1,260	288	288	2,744	1,263	146			14	782
						1,100	2,167			20	804
				902	1,000	3,603	3,339			10	2,260
		740		466	2,239	8,435	3,399			17	4,092
		5,848	204	1,643	2,657	22,483	5,096			21	11,825
\$225,018	\$167,088	\$10,176	\$1,092	\$6,454	\$11,180	\$71,349	\$36,386	\$99			48,382
		\$ 8,606	\$ 200			\$ 4,200	\$ 507	\$80		13	2,453
		3,599				1,806	576			15	1,486
		1,597		3,575	1,336	2,417	410			30	1,988
		215				94				4	47
		2,407				1,469	122			12	1,046
		22,334	8,045			10,307	10,197	36		16	7,095
		111				1,962	24			19	1,376
		\$38,809	\$8,245	\$3,575	\$1,336	\$22,255	\$11,836	\$116			15,481
					\$3,000	\$ 1,068	\$ 160			13	486
				\$ 504	1,900	3,482	8,975			45	2,076
\$32,839	\$22,869	\$ 9		6,288	3,519	85,030	32,242	\$915	\$ 175	20	43,529
		75		868		21,441	4,791	25		21	12,300
		236		1,641	841	811				30	483
				757	2,951	38,477	4,920	497		27	20,689
						10,694	3,372	704	2,560	23	6,337
						2,665	2,650			25	1,690
						6,420	1,339			18	3,610
				294		3,095	792			23	1,927
		288		1,113		4,425	1,355			34	1,911
						2,415	2,213			23	1,308
						6,416	5,635			19	3,380
				1,737		52,942	3,844	719	75	37	25,060
				9		17,624	4,760	178	70	23	6,720
\$32,839	\$22,869	\$608		\$13,211	\$12,211	\$257,005	\$77,048	\$3,038	\$2,880		131,506
						\$ 3,768	\$ 140			31	2,161
				\$ 335	\$ 275	10,286	\$1,239			36	5,282
		\$ 72		1,548	616	25,633	3,129	\$207	\$ 120	24	14,341
				840	460	4,166	812			33	1,700
\$ 624	\$ 1,372			207		2,088	158			22	1,294
17,946	12,685					14,732	912			26	7,833
9,186	2,176					9,875	555	184	115	41	5,714
4,442	1,645					2,113	114	32		30	1,280
14,791	7,838					5,828	180			52	3,988
18,723	11,961	901		168	818	21,216	1,884	14		23	12,242
25,863	12,440	1,349		733		39,096	13,673	91		24	25,921
38,523	37,409	902	1,600	907	1,398	37,838	9,119	180		25	23,241
4,885	6,697					4,345	1,069			18	2,251
18,556	4,809	18				3,262	793			20	2,352
14,395	11,402			2,354	1,626	7,304	2,131			17	3,084
93,697	66,270	7,095	8,099	328	1,000	78,269	8,529			19	57,936
8,858	10,254	1,166		4,342		3,749	451	90	6,090	3	3,263
10,128	3,178	508		260	360	5,306	7,593	78		26	3,588
41,646	10,126	665				6,025	1,441	5		23	8,260
67,089	33,587	3,413	24	849		39,078	5,072	243	90	20	30,875
70,831	13,852	1,158				6,404	594	7		23	13,727
22,895	31,813	4,805		110		49,205	7,471	22		21	47,308
43,486	11,530	777				5,313	319	9		23	7,717
59,735	9,432	2,829	145			32,355	4,351	148		21	28,611
14,295	5,071	382		115		2,856	93			20	3,697
25,160	2,921	1,831	140	109		24,925	1,382			20	14,681
12,954	318	280		510		2,719	183			21	3,704
27,851	4,064	2,504		79		15,053	1,018			19	12,625
22,755	10,664	406				2,878	855			19	2,666



TABLE NO. 3-

	Number of accidents.	Total cost.	Average cost per case.	Medical paid.	Death and funeral.		Permanent total.	
					Paid.	To be paid.	Paid.	To be paid.
Thumb and two or more fingers.....	94	\$ 43, 084	\$458	\$ 1, 429				
Two fingers.....	1, 131	219, 788	194	13, 610				
Three fingers.....	350	124, 128	355	5, 937				
Four fingers.....	210	90, 945	433	3, 411				
Fingers of both hands.....	37	7, 209	195	497				
Total upper extremities.....	17, 970	\$2, 494, 984	\$139	\$211, 960	\$23, 383	\$37, 726	\$2, 161	\$36, 777
Hip, external.....	360	\$ 33, 945	\$ 94	\$ 7, 067				
Hip joint.....	68	75, 451	1, 110	2, 609	\$13, 951	\$12, 629	\$240	\$11, 764
Femur, bone of upper leg.....	58	24, 398	421	2, 955	3, 365	10, 720		
Upper leg.....	249	16, 343	66	3, 505	150			
Patella (knee cap).....	119	15, 140	127	3, 054				
Knee, external.....	\$29	72, 687	88	10, 098				
Tibia, large bone of lower leg.....	96	32, 914	343	2, 989	1, 229	2, 271		
Fibula, small bone of lower leg.....	93	21, 227	228	2, 654				
Tibia and fibula.....	103	52, 759	512	2, 900				
Lower leg.....	673	121, 510	181	11, 111				
Both legs.....	165	76, 372	463	4, 842	11, 765	23, 511		
Ankle.....	1, 240	126, 234	102	16, 223	2, 750			
Leg, general.....	1, 122	255, 967	228	22, 842	22, 625	39, 696	488	9, 512
Bones of the foot.....	625	55, 619	171	4, 854				
Foot.....	3, 005	248, 865	802	30, 196	7, 256	8, 782		
Heel of the foot.....	132	17, 884	135	2, 858				
Both feet.....	107	17, 156	160	1, 824				
Great toe (one phalanx).....	265	20, 028	76	3, 403				
Great toe (more than one phalanx).....	885	49, 591	56	5, 706				
Lesser toe (one phalanx).....	55	3, 555	65	487				
Lesser toe (more than one phalanx).....	250	16, 550	66	3, 035				
Great toe and lesser toe or toes.....	374	42, 013	112	4, 287				
Two or more lesser toes.....	106	14, 353	136	1, 728				
Indefinite.....	512	362, 890	709	11, 859	114, 116	141, 280		11, 342
Total lower extremities.....	11, 193	\$1, 773, 491	\$158	\$165, 886	\$177, 207	\$238, 889	\$728	\$32, 614
Grand total.....	38, 289	\$6, 785, 198	\$177	\$544, 649	\$511, 256	\$1, 100, 866	\$8, 604	\$241, 899

TABLE NO. 5—ACCIDENTS, BY NATURE AND EXTENT OF

Nature of injury.	Death.			Permanent total.			Specific loss.		
	Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.
Fractures.....	261	2, 469	9	4			782	23, 796	30
Sprains and strains.....	8	87	11	5			164	3, 791	23
Dislocations.....	1			1			41	1, 616	39
Cuts, punctures and lacerations.....	28	127	5	1			1, 392	36, 667	26
Bruises, contusions and abrasions.....	50	472	9	2			333	14, 522	44
Concussions.....							5		
Burns and scalds.....	64	126	2	4			109	1, 756	16
Traumatic amputations.....	21	50		2			1, 770	48, 117	27
Infections.....	11	180	16	2			161	4, 701	29
All other.....	91	106	1	6			116	1, 456	13
Total.....	535	3, 617	7	27			4, 873	136, 422	28



Concluded

Specific loss.		Disfigurement.		Permanent partial.		Temporary total.		Temporary partial.		Average period of disability.	Healing period.
Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.	Paid.	To be paid.		
\$ 27,283	\$11,468	\$ 427				\$ 2,411	\$ 66			23	2,186
130,862	45,386	2,884		\$783		23,850	2,113			23	24,368
64,397	33,143	3,388				6,527	10,736			21	7,452
51,406	28,719	183		544		5,255	1,427			22	4,663
2,149	3,388					1,033	142			17	623
\$1,065,411	\$445,618	\$37,943	\$10,008	\$15,121	\$6,553	\$504,861	\$89,744	\$1,310	\$6,415	-----	390,634
\$17,499	\$12,237			\$ 943	\$ 168	\$ 18,316	\$ 7,451			27	9,667
						3,612	914			25	1,668
						5,277	2,081			34	1,947
				2,225	190	9,451	1,022			24	6,085
2,554	1,446			851		6,453	704	78		33	3,910
16,992	6,687					35,327	3,327	256		23	19,319
9,565	6,153			709	114	7,903	907	201		50	4,777
2,959	4,493					10,214	1,907			45	4,169
20,144	14,956	248		198	617	10,484	3,212			37	3,830
44,397	27,668			530		31,961	5,804	39		26	17,235
15,774	9,912			628		8,914	1,026			27	4,438
30,061	15,193	636		816		54,708	6,547			26	30,753
58,708	28,225			3,965	2,816	59,727	6,664	609		29	32,261
10,855	6,061	156				21,163	10,288	85	2,156	33	10,614
50,444	32,706	79		1,009	400	105,820	11,729	307	138	21	64,503
5,532	1,142					7,461	891			34	4,434
3,074	2,696					4,499	3,005	2,058		23	2,412
6,776	428					9,074	102	245		28	7,409
10,542	1,689	78		6		26,524	1,718	328		19	15,655
1,692	140					1,222	14			19	1,051
4,466	825			85		7,452	654	33		17	4,322
16,588	4,192	24		219	4,000	11,451	1,252			25	9,285
6,706	1,266			443		4,061	199			20	2,157
22,003	31,224	614	90	1,174	9,576	17,030	2,572			20	10,202
\$357,331	\$209,339	\$1,835	\$90	\$13,301	\$17,881	\$478,094	\$73,663	\$4,239	\$2,384	-----	272,142
\$1,680,599	\$844,914	\$89,431	\$19,435	\$51,662	\$49,161	\$1,333,564	\$288,677	\$8,802	\$11,679	-----	858,155

## DISABILITY AND AVERAGE NUMBER OF DAYS LOST

Disfigurement.			Permanent partial.			Temporary total.			Temporary partial.			Total.		
Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.	Number of cases.	Number of days lost.	Average number of days lost per case.
41	1,339	45	33	1,907	58	3,964	129,967	33	16	556	35	5,101	160,534	31
1	4,147	37	17	894	53	4,558	110,934	24	11	134	12	4,767	115,987	24
1			2			276	7,347	27				322	8,963	28
436	8,708	20	25	827	33	10,581	187,009	18	21	336	16	12,484	233,674	19
72	1,645	23	25	1,394	56	7,714	161,473	31	16	204	13	8,212	179,710	22
1						25	845	24				31	845	27
33	1,083	33	6	271	45	2,196	41,375	19	7	70	10	2,419	44,681	18
11	327	30	2			31	1,182	38	1	64	64	1,838	49,740	27
14	431	31				2,284	44,148	19	3	73	24	2,475	49,533	20
			11	630	57	413	11,897	29	3	399	133	640	14,488	23
613	14,180	23	121	5,923	49	32,042	696,177	22	78	1,836	24	38,289	858,155	22

TABLE 4—NATURE OF INJURY, BY CAUSE OF ACCIDENTS

Cause of accident.	Fractures.	Sprains and strains.	Dislocations.	Cuts, punctures and lacerations.	Bruises, contusions and abrasions.	Concussions.	Burns and scalds.	Traumatic amputations.	Infections.	All other injuries.
Machinery.....	610	142	22	3,340	690	1	77	1,279	153	44
Boiler and steam pressure apparatus.....	4	1	1	5	3	3	21	1	2	102
Vehicles.....	906	316	39	787	977	11	105	20	1	16
Explosives substances.....	16	2	3	45	16	369	16	1		
Poisonous and hot substances and flames.....	5	2		13	12	1,607	3	104	13	
Falls of persons.....	1,312	1,438	124	635	1,514	17	98	23	57	158
Stepping on or striking against objects.....	107	123	7	943	378		43	19	583	10
Falling objects.....	1,137	278	51	1,741	2,399	8	43	86	121	93
Objects being handled.....	737	2,273	49	2,607	1,580		73	194	997	41
Hand tools.....	121	57	8	1,118	272	2	14	50	207	5
Animals.....	94	37	9	119	226			3	11	7
Miscellaneous causes.....	52	98	9	1,131	145		63	59	219	146
Total.....	5,101	4,767	322	12,484	8,212	31	2,419	1,838	2,475	640



TABLE NO. 7.—BY COUNTIES. NUMBER OF ACCIDENTS, EXTENT OF DISABILITY  
AMOUNT PAID

Counties.	Number of cases.	Extent of disabilities.						Amount paid.				
		Deaths.	Permanent total.	Specific loss.	Disfigurement.	Permanent partial.	Temporary total.	Temporary partial.	Compensation paid.	Compensation to be paid.	Medical and funeral.	Total cost.
Adams	248	1		28	4		215		\$ 14,563	\$ 12,296	\$ 3,986	\$ 30,845
Alexander	114	2		14	1		97		10,159	3,736	1,665	15,560
Bond	33	1		4			28		3,365	3,545	117	7,027
Boone	45			4			41		2,175	773	533	3,481
Brown	4			1	1		2		1,513		118	1,631
Bureau	437	2	1	37	4		392	1	29,301	13,136	6,562	48,999
Calhoun												
Carroll	15			4			11		2,075	1,741	473	4,289
Cass	12			2	1		9		562	1,620	115	2,297
Champaign	94	1		11			82		9,669	4,685	2,166	16,520
Christian	561	8		48	10	2	491	2	54,056	54,519	10,327	119,402
Clark	37			2			35		1,902	414	718	3,034
Clay	5			1			4		209		39	248
Clinton	104	3		5	2		94		9,175	9,507	1,198	19,880
Coles	81		1	3	1		76		5,009	8,557	881	14,447
Cook	20,164	242	12	2,535	203	37	17,095	40	1,882,835	1,112,127	317,965	3,312,927
Crawford	56	2		4			50		8,426	5,326	2,057	15,809
Cumberland	4				1		3		64		33	97
DeKalb	104	2		12			90		5,767	3,573	1,704	11,044
DeWitt	8			1			7		3,524		2	3,526
Douglas	16						16		355		169	524
DuPage	84			7			77		5,056	359	1,609	7,024
Edgar	36	1		2			33		1,452	4,960	503	6,915
Edwards	3						3		45		5	50
Effingham	22	1					21		484	24	351	859
Fayette	21	1		1	1	1	17		1,147	4,872	501	6,520
Ford	20			4			15	1	1,266	494	390	2,150
Franklin	984	25	1	255	50	18	629	6	163,288	124,263	14,604	302,155
Fulton	175	6		15	3		151		23,346	14,662	2,287	40,295
Gallatin	37	1		4	3		29		6,642	373		7,015
Green	28			5			23		1,929	779	437	3,145
Grundy	72	1		9	1		61		4,979	5,225	1,201	11,405
Hamilton	2						2		56			56
Hancock	24			1			23		1,267	753	301	2,321
Hardin	14	2					12		781	7,760	1	8,542
Henderson	4						4		419	90	202	711
Henry	108	1		5			102		4,793	4,497	2,995	12,285
Iroquois	34	3		2			29		6,633	2,862	537	10,032
Jackson	109	4	1	15	1		88		12,574	17,008	1,523	31,105
Jasper	6	1		1			4		1,260	2,792	54	4,106
Jefferson	76	2		4			70		7,380	6,956	546	14,882
Jersey	6						6		147	22	149	318
JoDaviss	45			4			41		3,595	745	1,291	5,631
Johnson												
Kane	542	5		56	6		474	1	44,549	12,063	5,835	62,447
Kankakee	134	2		11	3	1	116	1	8,154	6,791	1,881	16,826
Kendall	26	1		1	2		22		1,313	3,729	267	5,309
Knox	147			16	1		130		13,170	1,737	2,583	17,490
Lake	203	3		22	2		175	1	16,592	10,806	3,267	30,665
LaSalle	493	6	1	42	4	1	439		33,931	28,806	5,098	67,835
Lawrence	80	1		15	5		58	1	9,196	5,895	2,109	17,200
Lee	69	3		5	1		60		7,140	4,942	653	12,735
Livingston	50	1		5	1		42	1	2,641	3,881	447	6,969
Logan	60			2	1	1	56		3,471	4,538	673	8,682
McDonough	52	1		5			45	1	4,264	4,272	1,457	9,993
McHenry	74	1		10	1		62		5,734	6,698	1,699	14,131
McLean	109			16			92		10,454	4,520	1,961	16,935
Macon	526	5		51	1	2	466	1	44,875	30,824	6,332	82,031
Macoupin	946	20	2	102	26	2	792	2	97,930	88,461	10,218	196,609
Madison	1,293	15		144	28	2	1,103	1	106,018	70,990	13,325	190,333
Marion	102			17	3		82		6,377	15,793	336	22,506
Marshall	92	4		3	2		83		6,402	13,899	1,059	21,360
Mason	22			4			18		1,800	98	296	2,194
Massac	122	1		14			107		7,228	6,145	1,572	14,945
Menard	9	1		1	1		6		733	3,721	83	4,537
Mercer	17			3	1		13		2,175	1,752	304	4,231
Monroe	9						9		271		66	337
Montgomery	502	4	2	69	33	5	387	2	52,316	59,322	3,961	115,599

TABLE NO. 7—Concluded

Counties.	Number of cases.	Extent of disabilities.						Amount paid.				
		Deaths.	Permanent total.	Specific loss.	Disfigurement.	Permanent partial.	Temporary total.	Temporary partial.	Compensation paid.	Compensation to be paid.	Medical and funeral.	Total cost.
Morgan.	49	3		3	1		42		\$ 5,892	\$ 4,163	\$ 1,231	\$ 11,286
Moultrie.	14				1		13		934		215	1,149
Ogle.	42	2		2			38		1,690	6,528	436	8,654
Peoria.	717	11		67	12	2	625		53,715	38,573	8,256	100,544
Perry.	257	7	2	34	11	6	197		25,953	60,981	1,602	88,536
Piatt.	14			1			13		851	990	275	2,116
Pike.	8			1			7		584	704	6	1,294
Pope.	2			1			1		350	604	8	962
Pulaski.	30			3			27		1,400	1,051	385	2,836
Putnam.	173			12	4		157		10,365	1,515	922	12,802
Randolph.	117	1	1	17	1	1	96		15,343	15,253	2,102	32,698
Richland.	16			2			13	1	938	90	76	1,104
Rock Island.	753	11		71	10	3	658		72,028	54,169	9,354	135,551
Saline.	573	12		190	28	13	329	1	95,299	90,052	4,565	189,916
Sangamon.	1,033	19	1	105	27	8	871	2	106,279	82,554	5,361	198,194
Schuyler.	1						1		88		25	113
Scott.	2						2		295		110	405
Shelby.	16			1			15		1,073	363	465	1,901
Stephenson.	167			14	2		151		9,628	1,173	835	11,636
Stark.	4			1			4		417	150	25	592
St. Clair.	1,523	25	1	145	19	3	1,325	5	132,726	132,767	13,147	278,640
Tazewell.	197	2		24			171		17,552	10,477	2,407	30,436
Union.	4						4		180		208	388
Vermilion.	511	8	1	57	6	1	436	2	46,848	44,044	7,675	98,567
Wabash.	25	1		2			22		1,392	2,230	92	3,714
Warren.	28			2			26		1,142	502	302	1,946
Washington.	7			2			5		681		47	728
Wayne.	15				1		14		731	35	191	957
White.	26			2			24		2,008		454	2,462
Whiteside.	132	1		17	1		113		10,327	3,365	1,550	15,242
Will.	418	10		55	5	2	345	1	48,095	38,918	4,923	92,936
Williamson.	1,060	22		261	63	10	720	4	175,494	90,411	15,107	281,012
Winnebago.	561	10		117	11		423		61,030	47,383	11,201	119,614
Woodford.	45	2			1		42		1,613	2,852	794	5,259
Total.	38,289	535	27	4,873	613	121	32,042	78	\$3,683,918	\$2,556,631	\$544,649	\$6,785,198

TABLE 8—SHOWING BY MONTHS, NUMBER OF ACCIDENTS AND EXTENT OF DISABILITY

Month.	Total.	Deaths.	Number of compensable accidents.		Disfigurements.	Permanent partial disabilities.	Temporary total disabilities.	Temporary partials.
			Permanent total disabilities.	Specific loss.				
January.	3,392	49		431	40	18	2,849	5
February.	2,839	31	5	361	42	14	2,378	8
March.	2,942	47	3	414	56	14	2,405	3
April.	2,623	41	1	328	37	14	2,195	7
May.	2,816	42	4	404	39	4	2,318	5
June.	3,108	46	2	401	55	10	2,589	5
July.	3,408	40	1	442	68	8	2,844	5
August.	3,370	40	2	422	51	12	2,832	11
September.	3,521	47	2	470	69	12	2,914	7
October.	4,039	63	5	496	83	8	3,373	11
November.	2,740	46		321	26	3	2,359	5
December.	3,491	43	2	383	47	4	3,006	6
Total.	38,289	535	27	4,873	613	121	32,042	78

TABLE NO. 9—SEX AND AGE OF INJURED

Age.	Males.						Females.					
	Total cases.	Deaths.	Permanent disabilities.	Specific loss.	Disfigurement.	Permanent disabilities.	Deaths.	Permanent disabilities.	Specific loss.	Disfigurement.	Permanent disabilities.	Temporary disabilities.
Under 16.....	129	35	—	11	2	—	20	—	1	7	—	—
16 to 20.....	3,813	35	—	585	83	3	536	—	92	8	1	19
21 to 25.....	4,464	43	3	601	83	6	333	—	57	8	—	434
26 to 30.....	4,801	65	1	594	103	15	199	—	20	1	—	266
31 to 35.....	5,000	75	6	623	98	12	150	—	20	2	—	176
36 to 40.....	4,733	69	4	555	62	10	129	—	18	3	—	126
41 to 45.....	3,353	53	1	381	44	9	83	2	8	—	—	108
46 to 50.....	3,158	43	3	367	34	3	64	—	8	—	—	72
51 to 55.....	1,915	40	2	225	22	7	24	—	2	—	—	22
56 to 60.....	1,383	30	4	161	11	5	21	—	2	—	—	19
Over 60.....	1,160	45	1	151	9	2	7	—	3	—	—	4
Not stated.....	2,564	36	—	355	39	8	190	—	33	3	—	163
Total.....	36,533	533	25	4,609	569	120	1,756	2	264	24	1	1,456
												7

TABLE NO. 10—ALL FATAL CASES BY DIVISION OF INDUSTRY, DEPENDENCY AND TOTAL AND AVERAGE COST

Industry division.	Cases in which there was no dependency.	Amount paid for funeral expenses.	Total dependency cases.	Number of dependency cases.	Amount paid.	Amount to be paid.	Average of total dependency cases.	Partial dependency cases.	Number of partial dependency cases.	Amount paid.	Amount to be paid.	Average partial dependency.	Average per case.
Agriculture.....	9	\$1,993	1	3	\$117,106	\$ 3,750	\$3,750	36	62	\$13,133	\$52,428	\$1,681	\$3,750
Mining.....	13	2,498	114	303	147,508	321,564	3,848	27	46	15,514	31,312	1,748	3,124
Manufacturing.....	11	2,165	135	345	50,905	340,561	3,615	3	4	1,478	4,164	1,881	3,073
Construction.....	11	3,196	30	94	122,969	67,011	3,927	12	16	15,004	11,907	2,234	2,855
Transportation and public utilities.....	2	550	12	241	21,450	213,216	3,502	3	5	2,090	2,664	1,654	3,077
Trade.....	1	150	12	23	10,757	19,075	3,377	4	4	2,903	4,305	1,802	2,713
Service.....						28,709	3,288						2,754
N. O. C.....													
Total.....	47	\$10,552	400	1,023	\$470,595	\$993,886	\$3,661	88	137	\$50,522	\$106,980	\$1,789	3,051

TABLE No. 11—TOTAL AND AVERAGE COST BY EXTENT OF DISABILITY

Extent of disability.	Number of accidents.	Compensation paid.	Compensation to be paid.	Medical and funeral.	Total cost.	Average cost per accident.
Temporary partial..	78	\$ 8,802	\$ 11,679	\$ 1,402	\$ 21,883	\$ 279
Temporary total....	32,042	1,333,564	288,677	381,317	2,003,558	62
Specific loss.....	4,873	1,680,599	844,914	125,250	2,650,763	544
Permanent partial..	121	51,662	49,161	3,398	104,221	861
Disfigurement.....	613	89,431	19,435	11,360	120,226	196
Permanent total....	27	8,604	241,899	1,509	252,012	9,334
Death.....	535	511,256	1,100,866	20,413	1,632,535	3,012
Total.....	38,289	\$3,683,918	\$2,556,631	\$544,649	\$6,785,198	\$177



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